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Report of the Representation
Commissioner on Methods of Registration
of Electors and Absentee Voting, 1968



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Government
Publications



Report of the Representation Commissioner

on

Methods of Registration of Electors

and

Absentee Voting

1968

Made pursuant to section 9 of the
Representation Commissioner Act
(12 Elizabeth II, Chapter 40)



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(12)

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REPRESENTATION COMMISSIONER

The Honourable the Speaker
of the House of Commons,
Ottawa.

SIR:

In compliance with section 9 of the Representation Commissioner Act (12 Elizabeth II, Chapter 40), I have the honour to submit the following Report.

Yours faithfully,

N. Castonguay,
Representation Commissioner.

April 1968

Terms of Reference

Section 9 of the Representation Commissioner Act (12 Elizabeth II, Chapter 40) assented to on December 21, 1963, reads as follows:

“9. (1) The Commissioner shall

- (a) review and study methods of registration of electors used in provincial and national elections in provinces and countries where continuous electoral rolls are maintained;
- (b) review and study methods of absentee voting used in provincial and national elections in provinces and countries where provision is made for absentee voting by electors who, by reason of absence, illness or other cause, are unable to vote at such elections in the polling districts or divisions in which they ordinarily reside; and
- (c) prepare a report setting forth his recommendations as to whether or the extent to which the methods of registration and methods of absentee voting referred to in paragraphs (a) and (b) might be applied to, or adapted for use in, federal elections in Canada, with a view to reducing the time required for the holding of such elections and providing improved facilities for voting by electors at such elections.

(2) The Commissioner shall complete the report referred to in paragraph (c) of subsection (1) not later than two years after the day on which the first representation order made pursuant to the *Electoral Boundaries Readjustment Act* after the decennial census taken in the year 1961 is declared to be in force, and shall include such report in the next following report made by him to the Speaker of the House of Commons pursuant to subsection (3) of section 58 of the *Canada Elections Act*.”

P A R T

I

Report of the Representation Commissioner on
Methods of Registration of
Electors and Absentee Voting

1. Preface

There are basically two methods of gathering information about electors (such as names, addresses, and other pertinent facts) necessary to produce lists of electors or Electoral Rolls. Either this information is gathered before each election, or it is gathered once and then retained indefinitely subject to periodic updating. In Canada, the present system calls for lists of electors to be prepared from information gathered by enumerators and revising officers after an election is ordered, and for the printing of such lists before polling day. These lists are used for that election only and thereafter discarded along with the information from which they were produced. If the information, instead of being discarded, were kept and updated from time to time for use in the reproduction of all future lists of electors, the result would be a system of Continuous Electoral Rolls.

The important difference between the two most common forms of Continuous Electoral Rolls lies in the

length of the period of time during a year that additions, corrections or deletions may be made to the Rolls. When there is a stipulated time for registration, and the subsequent Rolls are in force for all elections ordered during a period of as long as one year, such Rolls are sometimes called Permanent Lists. They are commonly referred to as "closed" since, once they are compiled and revised, names and particulars of electors cannot be added, corrected or deleted during the period for which the lists are in force. The other system of Continuous Electoral Rolls allows for additions, corrections, and deletions to be made to such Rolls up to a fixed date before polling day. Both systems are continuous in that information, once gathered, is retained indefinitely, is readily available for the reproduction of future Rolls of Electors, and allows as short a period as three weeks between the date of the ordering of an election and polling day.

2. History of Lists of Voters or Lists of Electors for Federal Elections in Canada

At the time of Confederation, the lists of voters used were local or municipal lists, and since the provincial franchises were based on property qualifications, the lists of voters were compiled from assessment rolls. Revision of the lists took place before a county court judge in Ontario and before various municipal officials in Quebec, Nova Scotia, and New Brunswick. The lists were "closed" in each case and once compiled and revised they could not be changed before polling day. Omission from a list automatically disqualified an elector whether he was otherwise entitled to vote or not.

The Electoral Franchise Act of Canada, 1885 (48-49 Victoria, Chapter 40) provided for "revising officers" to prepare and revise electoral lists of persons entitled to vote. The revising officers appointed in every province, except Quebec and British Columbia, were either a judge or a junior judge or a barrister of at least five years' standing at the bar of the province; in Quebec, either a judge of the Supreme Court for Lower Canada, or an advocate or notary of at least five years' standing; and in British Columbia, either a judge of a Superior Court or of a County or District Court, or a barrister of at least five years' standing, or a stipendiary magistrate. The same revising officer

could be appointed for and be required to discharge his duties in respect of more than one electoral district or for a portion of any electoral district.

The revising officer who prepared the first list of voters for any electoral district obtained a certified copy (or copies) of the last revised or final assessment roll (or rolls) in the electoral district for which he was appointed. He also obtained a certified copy (or copies) of the last revised list of voters in his electoral district, prepared and revised under the Statutes of the Province relating to assessments and lists of voters, respectively, for elections to the Provincial Legislature; where no such lists were available, he obtained a certified copy or copies of the poll book or books of the last election in the electoral district. He then proceeded with the aids and information available to prepare a separate list for each municipality within his electoral district; or where there was no municipality, or the electoral district was itself a municipality, a separate list for each township, parish, polling district or other known division of the electoral district, of the persons who, according to the provisions of the Act, were entitled to be registered as voters and to vote under the Act at any election for the district. The list was to contain the names of such persons in alphabetical order, their ad-

resses, and the nature of the qualification which entitled them to be registered as voters. After having prepared the list, the revising officer was to sign it as such. He was to take the assessment rolls as *prima facie* evidence of value, and the previous voters' lists or poll books (as the case might be) as *prima facie* evidence of qualification to vote.

The revising officer then proceeded to have sufficient copies of the lists printed and after certifying a copy to be a true copy, the list was posted up in certain defined places for inspection until the day fixed for its preliminary revision. To each of the copies of the lists so made or published, the revising officer appended a notice to the effect that he had completed and published in the manner directed by the Act the first general list of voters for the electoral district; that he would hold a sitting for the preliminary revision of such list at a time and place set; that any person objecting to any name on the list, or desiring to add a name, or otherwise amend the list, could, on or before the date set, deliver or mail to the revising officer a notice in writing setting forth the nature of the objection, the qualification and residence of the person whose name is to be added, and the particulars of any proposed amendments; and that the person objecting to any name on the list was required to deliver or mail to the person whose name was objected to, a copy of the objection sent to the revising officer. After this notice was published by the revising officer, it was inserted in one or more newspapers in the electoral district; where no newspaper was published in the district, neighbouring district newspapers were used.

At the appointed time and place, the revising officer, on the basis of the evidence and information at hand, proceeded to evaluate the proposed amendments, corrections, objections and additions, and corrected the lists to the best of his judgment and ability. Having completed and certified the preliminary revision of the first lists, he proceeded to sub-divide the electoral district into polling districts not exceeding in each case two hundred voters, although he could provide less than that number if he thought it advisable for the convenience of the voters. The polling districts were each given a number and a local designation. From the first list of voters as preliminarily revised by him, the revising officer then prepared, in alphabetical order, a separate list of voters for each polling district. On the completion of the preliminary revision and of the preparation of lists of voters by polling districts, copies were posted up in three conspicuous public places in the respective polling districts. Appended to such

copies was a notice similar to that referred to above, mentioning the time and place of the final revision. This notice was also published in a local newspaper.

Open court was held for the final revision and all representations made thereat were heard and disposed of by the revising officer. The revising officer had all the powers of any court of record in the province as to compelling the attendance and examination of witnesses, the production of books and documents, and the taking of evidence under oath before him. On completion of the final revision, the revising officer certified the lists of voters and transmitted a duplicate of each to the Clerk of the Crown in Chancery in Ottawa, who inserted a notice in the *Canada Gazette* to the effect that he had received the lists of voters, finally revised, for all the polling districts of the electoral district in question.

After the lists of voters had been finally revised, certified and brought into force, the persons whose names were entered on the lists were held to be duly registered voters and entitled to vote at any election in the electoral district until other lists in a future year were brought into force. Such lists were binding on any judge or other tribunal appointed for the trial of any petition complaining of an undue election or return of a member to serve in the House of Commons. If for any reason a list of voters for any polling district was not made, revised or corrected at the required time, then the last list of voters, revised and corrected, was to be sent to the returning officer and used at the election.

The returning officer was required, on receipt of the writ of election, to obtain from the revising officer of the electoral district for which he was returning officer, at least one copy of the list of voters, as finally revised and certified, for each polling district in the electoral district, and to fix a polling station in a central and convenient place in each polling district.

The revision of lists of voters, instead of being annual, was made only in 1886, 1889, 1891, and 1894. The revision of 1891 was too late for the election of that year so that the election was held on a "closed" list that disfranchised everybody under twenty-three and some under twenty-four who were otherwise qualified. The same situation occurred in 1896. In 1897 the Solicitor General said in the House of Commons:

"We also found we were deprived of a real genuine voters' list at the time of the election. I think it will be found the three elections that have taken place since 1885 were held on voters' lists that were two years' old."¹

¹ Canada, House of Commons, *Official Report of Debates*, 1897, p. 718.

Sir John Thompson had proposed in 1894 that the provincial franchises and voters' lists be again adopted and in support of it he said:

"The number of differences which exist between the provincial franchises and the Dominion franchise as established by our own Act, are so few as not to be worth the contest and the expense which are involved in keeping them up, and the adoption of a general system which will apply both to the local and Dominion legislatures, has recommendations as regards simplicity and facilities for economy, which cannot exist under a dual system such as we have been keeping up for the past few years."²

In 1897, the Solicitor General, on introducing a bill to return to the use of provincial electoral lists, pointed out that there had been an expenditure of \$1,141,000 since The Electoral Franchise Act of 1885 had been in force, and that the purpose of the bill was to avoid similar expenditures in the future.³ The bill was finally enacted in 1898. One of the important concessions granted was the addition to the provincial lists of the names of those persons who, though qualified for federal purposes, were disqualified in the provinces.

As early as 1908, compilation of the lists of voters by enumerators was introduced but applied only to territory not municipally organized in Ontario. This was extended to the entire Country by 1917.

Prior to the enactment of The War-time Elections Act, 1917, and The Military Voters Act, 1917, the Dominion Elections Act consisted of three parts. Part I related to "Electoral Franchise in the Provinces". Except in the provinces of Saskatchewan and Alberta and in the Yukon Territory, provincial qualifications and provincial lists of voters were adopted for the purpose of Dominion elections. Part II related exclusively to the provinces of Saskatchewan and Alberta and to the Yukon Territory, wherein Dominion qualifications were necessary and Dominion lists were made; the lists of voters were prepared by enumerators immediately before an election. Part III was general and applied to all the provinces and to the Yukon Territory.

Part I of the Act was suspended for the period of the war, but several sections formerly of that part were re-enacted and appeared in Part II of The War-time Elections Act, 1917. Part III was somewhat amended and a new part "The Military Voters Act, 1917" incorporated as Part IV. All changes made by The War-time Elections Act, 1917, and The Military Voters Act, 1917, were temporary. The original provisions were merely suspended for the purposes of a war-time election.

² Canada, House of Commons, *Official Report of Debates*, 1894, p. 4301.

³ *Ibid.*, 1897, p. 90.

The most important procedural change brought about in 1917 was in the method of preparing the lists of voters. The system of preparing lists which had prevailed in Saskatchewan, Alberta, and the Yukon had been materially adopted. (This was effected by amending considerably Part II of the Act.) Under that system, the Governor in Council, before the issue of the writ, appointed enumerators to prepare lists in each electoral district. The returning officer, upon receiving the writ, assigned one enumerator to each polling division. If sufficient appointments had not been made prior to the issue of the writ, the returning officer, upon receiving the writ, conjointly with two justices of the peace, or with any one justice of the peace and a notary public, or with any one of them and two electors of the electoral district, appointed under their hands a competent and reliable person to be enumerator for any polling division of the electoral district. Each enumerator, upon taking his oath of office, compiled a list of the persons qualified as electors in the polling division for which he had been appointed and made at least three copies, with the names of the voters in alphabetical order, giving the occupation and residence of each voter.

In the compilation of the list, the enumerator could adopt as a basis any part of any provincial or municipal list of voters in force or last in force which could be applicable to the polling division for which he had been appointed, adding to or removing from the list the names of qualified or disqualified persons. The enumerator secured the necessary information by personal visits to the homes or places of work of the electors, or otherwise at his discretion. In provinces where requirements as to residence could not be applied at the time of compiling the lists, the residential qualification was one year in the province and thirty days in the electoral district before the date of the issue of the writ.

The lists of voters had to be completed fifteen days before polling day, except in the Yukon Territory where the time required was thirty days. The list was signed by the enumerator, and two copies posted up in two of the most public places in the polling division; one copy was retained by the enumerator for revision purposes. Attached to the two posted copies was a written notice signed by the enumerator designating a place and time where the enumerator could conveniently be found during at least two consecutive hours of every day, except Sunday, for the ten days next before polling day, and at any time while the poll was open on polling

day. Then and there, the enumerator revised the list, answered inquiries, and executed transfers of the votes of election officers and agents who would be away on election business from their polling division on polling day.

On or before six o'clock in the morning of polling day, except in the organized parts of Ontario, Nova Scotia, and in the Yukon Territory, the enumerator delivered the certified list of voters direct to the deputy returning officer for the polling division to which it related. Such list was subject to further correction during the period the polls were open. The enumerator sat within or near the polling place on polling day and persons whose names were not on the list appeared before him to be examined as to their right to vote. In certain cases, such persons were granted special certificates permitting them to vote. Any person who, applying for a certificate, was refused it, received a written declaration of refusal that entitled him to a ballot which, after marking, was enclosed in an envelope; such ballot could be counted upon proof of right in recount proceedings subsequent to polling day.

In the organized parts of Ontario, in the polling divisions situated in cities and towns having a population of nine thousand or over, the revision of lists was carried out by a Board of Appeal. In Nova Scotia, the revision of lists was carried out by judges of the County Court; the judges were known as revising officers. In both cases, four days before polling day, the corrected lists were delivered to the returning officer concerned for transmission to the respective deputy returning officers. All such lists were "closed" and no special certificates to permit voting could be issued. A person absent on military service whose name was not on the list of voters, provided that it might have been put there had he not been absent, was entitled to vote if he offered to take, and took when requested, the appropriate oath before the deputy returning officer.

If there was an interval of less than twelve months between the dates of the writs for two elections, it was not necessary to prepare new lists if the previous lists had been recorded in the office of the Clerk of the Crown in Chancery. By 1920 certain reservations were made if the existing lists in any province were more than two years old. In that event, in centres of over 1,000 population, voters had to register in person at a Registrar's office, judicial revision was provided, and once made the lists were "closed". In rural areas, the list for each polling division was prepared and revised

by an enumerator, and once completed the list was "open", with the result that a qualified voter whose name had been omitted therefrom could vote as long as he swore to a special oath on polling day and was vouched for by a voter whose name appeared on a list of voters and who was a resident of the polling division in question.

Succeeding years showed great difficulty in holding federal elections on provincial lists. The Chief Electoral Officer, in his Report to the Speaker of the House of Commons in 1922, mentioned the following weaknesses of the system: the provincial lists in certain cases were considered somewhat obsolete; the boundaries of provincial and federal polling divisions did not always coincide; the transfer of names from one list to another in areas having a high turnover of population often created double registration; and, in urban polling divisions, a loading of the lists with the names of disqualified or dead voters resulted from the automatic transfer to the federal lists of names from the lists of certain provinces.

The Chief Electoral Officer, in his Report to the Speaker of the House of Commons in 1926, stated *inter alia*:

"Provincial lists were used as a basis for the preparation of lists of voters in all the Provinces except Prince Edward Island, Manitoba and Saskatchewan. In Prince Edward Island there are never provincial lists, in Manitoba the existing lists were out of date, and under the provincial law of Saskatchewan lists are never available for subsequent use.

"...the cost of a general election under the present procedure is about \$1,700,000, of which about \$1,000,000 represents the cost of preparing voters' lists, and the remaining \$700,000 the cost of the poll. It may be open to question whether the advantages of the present system counterbalance its heavy cost and the inconvenience attendant upon it. There is no doubt that by an expenditure of less than \$250,000 a year up-to-date lists having a high degree of accuracy could be continuously kept available, and the cost of the poll itself could at the same time be substantially reduced. A reduction by half of the length of the campaign would doubtless also do much to relieve the burden the present system places upon candidates. These results could probably, however, be secured only at the sacrifice of some of the elasticity which the present system possesses.

"One reason for the unsatisfactory character of the lists prepared under the present system is the defectiveness of the provincial lists upon which, when available, the statute requires federal lists to be based. In rural areas, where accurate lists are, comparatively speaking, of small importance, the statutory procedure for their preparation results in the production of lists having a fair degree of accuracy, whether provincial lists are used or not; in urban areas, on the other hand, and particularly in large cities where, if personation and fraudulent voting are to be prevented, voters' lists should be as nearly as possible complete and free from error, the lists based upon the provincial lists are inaccurate to a serious degree. This is

well exemplified by a comparison of results in the cities of Winnipeg, Montreal and Toronto. In Winnipeg, where, at the last two general elections, no provincial lists have been available for use and every voter has been required to register, the proportion of voters on the list who actually cast their votes was 84% in 1925 and 82% in 1926. In Montreal, where the provincial lists include only the names of men, but women must all register, the percentage of listed voters who voted was 73% in 1925 and 70% in 1926. In Toronto, where the provincial lists purport to include the names of both men and women, the percentages for the respective elections were only 58% and 47%. It is difficult to explain why 16% to 18% of voters who take the trouble to register should abstain from casting their votes, and some increase in the percentage of abstention might reasonably be expected when any names are included in the lists without the active intervention of the voters themselves. Moreover, the comparative intensity of the public interest in the result may in part account for the differences between the three cities. It may, however, fairly be inferred that at least 15% of the names on the Toronto lists represent persons who are either not qualified to vote at a Dominion election or are not resident at the addresses which the lists give for them. A similar condition prevails in different degrees in all urban areas in which provincial lists are resorted to. The value of the resulting federal lists is thus reduced, and unnecessary expense is incurred for the printing of names which the lists should not contain."

During the twenties, the method of open lists and enumeration by door-to-door canvass was slowly extended. In 1921 it was applied to all towns below 2,500 population; in 1925 the limit was raised to towns

of 5,000; and in 1929, to towns of 10,000. The requirement of electors to register in larger centres was abolished in 1929 and, thereafter, all lists were prepared by enumerators. The 1930 general election was held on lists prepared by enumerators. The Chief Electoral Officer in 1937 stated of that experience:

"I have been connected with the administration of the last eight general elections and I have no hesitation in saying that in my opinion the system for the preparation of lists adopted in the 1930 election was by far the most satisfactory system used during that period."⁴

In 1934, a system of Permanent Lists of Electors was adopted by Parliament for federal elections by the enactment of The Dominion Franchise Act (24-25 George V, Chapter 51). An explanation of that system will be found at page 9. It was employed only for the 1935 general election. The Dominion Franchise Act was repealed in 1938. The system of compiling lists of electors by enumerators, after a writ issues ordering an election, was provided for in section 17, as well as in its Schedules A and B, of The Dominion Elections Act, 1938, and since then that system has been substantially the same except for the introduction in 1960 of revising agents to assist in the registration of electors, between the 24th and 16th days before polling day, in revisal districts comprising urban polling divisions.

3. Systems of Permanent Lists of Electors

(a) United Kingdom

Annually, the registration officer in each electoral district in the United Kingdom sends by post to each householder a form showing the names of the electors residing in that household whose names appear on the lists of electors of the electoral district. The householder is then required by law to inform the registration officer by a fixed date, as follows:

- (i) if such electors still reside in that household;
- (ii) the names of the electors shown on the form who have ceased to reside in that household;
- (iii) the name of any person now living in that household who would be qualified as an elector but whose name does not appear on the form.

After that fixed date a reminder is sent by the registration officer, setting a new deadline for those householders who have not complied with the law. Subsequent to the new deadline, follow-up canvassers are sent by the registration officer to obtain the information from the householders who have not replied.

The sending of a form by post is not done for collective-type housing, such as institutions, hotels, or large lodging houses, for experience has shown that there are some difficulties inherent in mailing a form to unrelated people living in group quarters. In general they have to be treated as individuals rather than as members of households, and there is little hope of being certain that all residents of such quarters have been contacted. In the case of institutions this is not a problem, in that administrative records of the institution provide a check on the number of inmates. However, the incapacity of some inmates of certain types of institutions makes self-enumeration by means of the mailing of a form impractical. In rooming houses, by contrast, the possibility of obtaining complete coverage by mail is very slim, since for this group the inaccuracies due to second-hand reporting must be widespread. Therefore, the practical method to obtain the

⁴ Canada, Special Committee on Elections and Franchise Acts. *Minutes of Proceedings and Evidence*, 1937, p. 194.

required information is to send canvassers to all such places at the outset.

Once that annual review is completed, the preliminary lists of electors are printed, a period of revision takes place during which names can be added to or removed from the preliminary lists, and then the printing of the Permanent Lists is completed. The Permanent Lists come into force on February 16 for a period of one year and serve for all elections ordered during that period. Names of electors cannot be added or removed during that period. The process is repeated each year.

Employing this method of registration the minimum time in which an election may be held is approximately three weeks.

(b) France

It is compulsory for a person qualified as an elector in France to register, at the appropriate registration office, by personal attendance, or, if prevented from

doing so by a cause beyond his control (such as absence from the Country, sickness or infirmity, etc.) he may register by mail. The person may also be registered through an agent duly authorized by him to attend in his place. In all cases, proof of the identity and of the domicile or residence of the person to be registered must be produced. No offence is mentioned nor is any penalty provided in the Election Act for persons who fail to comply with the requirements of compulsory registration. On January 30, 1967, a general election was ordered to be held with polling days set for March 5 and 12. The number of electors registered on the Permanent Lists of Electors for that election was 28,291,838.

The annual period of revision of Permanent Lists extends from November 1st to the last day of February. The following is a calendar of the dates for all the operations of revision that take place during such period.

Calendar of Dates

Operations Handled	Time Allowed	Dates to be Observed
Submission of applications for registration*	40 days	November 1 to December 10
Registrations and deletions by the Administrative Commission	10 days	December 1 to December 10
Time allowed to draw up the List of corrections	4 days	December 11 to December 14
Submission and publication of the List of corrections		December 15
Time allowed for claims	20 days	December 15 to January 4
Final date for decisions by the Municipal Commission	5 days	January 9
Publication of decisions by the Municipal Commission		December 16 to January 10 at the latest
Final date for notification of final decisions by the Municipal Commission		January 12
Final date for appeal by parties concerned before the judge of the competent Court	5 days	January 17
Final date for decisions by the judge of the competent Court	10 days	January 27
Final date for notices to the prefect and to the mayor of the decisions of the judge of the competent Court	3 days	January 30
Final date for appeal to the Supreme Court of Appeal	10 days	February 9
Final closing of the lists		February 28 (or 29 in leap year)

*Applications may also be submitted to the mayor's office between two revision periods, but they will not be taken into consideration by the Administrative Commission (a revising body) until the annual revision period (December 1 to December 10).

The Permanent List of Electors, which closes on the last day of February, is the list which will be used in any election taking place between that date and the last day of February of the following year. However, certain alterations, either registrations or deletions, may be made to the list during the course of the year, if such alterations are expressly provided for by the Electoral Code.

(a) Registrations may be allowed where electors fall into one of the following categories:

(1) Civil servants, public administration officers and permanent military personnel who are

transferred or allowed to exercise their right to retire following the closing of the registration period;⁵

- (2) Members of their families living with them at the time of transfer or retirement;⁵
- (3) Military personnel sent home on completion of the legal service requirements, released from class recall or demobilized after the closing of the registration period, as well as those who have changed their residence on return to civilian life;⁵

⁵ Such registration is effected on decision of the judge of the competent Court, to which application may be made up to the 10th day preceding that of the election.

- (4) Electors omitted through a clerical error or misprint, or stricken off the list without notification;⁶
- (5) Electors ordered to be registered pursuant to a judgment of the *Cour de Cassation* (Supreme Court of Appeal).⁶

(b) Deletions:

Outside the revision period, electors falling within one of the following categories must be stricken off the list immediately:

(1) By the mayor:

Electors who have died in the commune or electors who have disappeared, on legal declaration of their absence;

Electors who have died outside the commune, such deletions to be made on the recommendation of the *Institut national de la statistique et des études économiques* (National Institute of Statistics and Economic Studies), the body responsible for supervision of the electoral lists (see below); Electors whose names are ordered to be deleted by decision of the judge of the competent Court or by judgment of the *Cour de Cassation*.

(2) By the Municipal Commission:

Electors whose removal from the lists is requested by the *Institut national de la statistique et des études économiques*: electors who are now registered in a different commune; electors who have lost or repudiated their French nationality; electors who have lost their electoral rights; electors registered under a false civil status;

Electors registered in another commune, who have chosen to retain registration in that commune.

The body responsible for supervision of the electoral lists is the *Institut national de la statistique et des études économiques*, which is responsible for maintaining the index of electors. Each commune comes under one regional directorate of the *Institut national de la statistique et des études économiques*. In each directorate, electors are listed by place of birth, according to a card-index drawn up with the aid of the notices of registration and deletion. That index includes, among other things, convictions handed down in France and involving loss of electoral rights.

⁶Such registration is effected on decision of the judge of the competent Court, to which application may be made up to the day of the election.

The Permanent List of Electors which comes into force on the last day of February is made up of:

(1) the list of electors of the preceding year, on which are made the deletions appearing on the List of corrections of December 15, as amended by the List of corrections issued on the last day of February;

(2) the list of new registrations on those two Lists of corrections.

Newly registered electors receive registration numbers immediately following the last number on the list from the preceding year. The registration numbers of electors stricken off the lists are not assigned to other electors. However, whenever the Minister of the Interior orders a general revision of the electoral lists, the Administrative Commission draws up a complete list of all the electors of the commune in alphabetical order and assigns them new numbers according to that order. This document is also signed by the three members of the Commission. The original copy of the list of electors remains on file in the mayor's office.

In cities or communes divided into electoral divisions, the lists for the various divisions must be brought together in one general list in alphabetical order. In Paris and Lyons, such general list is drawn up by *arrondissement* (ward).

The *bureau des services de mécanographie et traitement électronique de l'information de la Préfecture de la Seine* (Bureau for Computing Services and Data Processing of the Prefecture of the Seine) has the task of printing the lists of electors for the 31 electoral districts situated within the city limits of Paris. Computers and related electronic equipment are employed for such printing. There are approximately 1,500,000 electors registered on the lists for those 31 electoral districts and, during an annual period of revision, an estimated 11% of the names of electors are struck off and 9% are added mainly because of changes of residence. Lists of electors for other electoral districts are printed in the respective regions by other methods of reproduction.

(c) Canada

In 1934 the Parliament of Canada enacted The Dominion Franchise Act (24-25 George V, Chapter 51) which was to provide a system of Permanent Lists. The Act called for the establishment in 1934 of a basic list of electors, followed by an annual revision between the 15th day of May and the 1st day of July during which six-week period registration was voluntary. The onus was on the elector to register by personal attendance before the Registrar of Electors for the applicable

electoral district, or through an agent whose name appeared on the lists of electors of the same electoral district.

After the lists of electors were printed, they were used at all elections for a period of one year after July 1, and as in the United Kingdom, names of electors could not be added or removed till the next annual revision. It was then possible to hold an election in approximately thirty days. It is to be noted that the writs ordering the 1935 general election were issued on August 15 and polling day was October 14, 1935, which provided a period of sixty days for that general election. The annual revision was suspended in 1936 (1 Edward VIII, Chapter 4) and in 1937 (1 George VI, Chapter 9).

On April 6, 1937, the Special Committee on the Elections and Franchise Acts reported to the House of Commons, *inter alia*:

The Special Committee on Elections and Franchise Acts begs leave to present the following as its second and final report:

* * * *

Your committee has also considered compulsory registration and compulsory voting and has decided that it cannot recommend either to the favourable consideration of the house. With regard to the former, it is of the opinion that it could not be enforced without continuous registration, a large staff of permanent officials, an annual house-to-house check-up of the names of the electors on the lists, and by other means, and your committee believes that the cost would be prohibitive under such circumstances. With regard to compulsory voting your committee has carefully considered the evidence submitted and, in view of the high percentage of electors who voted in Canada at the last two general elections, and of the doubtful value of compelling unwilling electors to cast their votes, together with the probable additional cost, has concluded that it would be inadvisable to adopt that system in Canada at this time.

Your committee is unanimously of the opinion that the system of the annual revision of lists of electors, as provided

in the Dominion Franchise Act, 1934, has proved unsatisfactory. Experience has shown that the basic lists prepared in 1934 were almost obsolete within six months after they were completed, and that the annual revision held in the year 1935 was not adequate to remedy the situation. The conclusion arrived at is that the yearly revision under the provisions of the Dominion Franchise Act, 1934, could not produce satisfactory results, and that only through voluntary efforts on the part of members of parliament, candidates and political organizations, involving great cost in time and money, could the lists of electors be brought up to date and thoroughly purged. Your committee is unanimously of the opinion that it would be advisable to return to the system of preparation and revision of the lists of electors immediately after the issue of the writs of election, with closed lists in urban polls, and open lists in rural polls, as in 1930.

Your committee recommends that the Dominion Franchise Act, 1934, be repealed, and the provisions relating to the preparation and revision of the lists of electors be again embodied in the Dominion Elections Act.⁷

* * * *

In 1938, the annual revision was again suspended (2 George VI, Chapter 8). In the same year, the Dominion Franchise Act was repealed (2 George VI, Chapter 46).

The cost of preparing by enumeration, in the autumn of 1934, the basic lists containing 5,918,207 names of electors, was \$1,217,120. The cost of printing those basic lists by the King's Printer was \$323,130. The cost of the annual revision between May 15 and July 1, 1935, and of the printing of the lists after such revision was \$476,192, of which amount \$370,474 was for revision. All other expenses of the Dominion Franchise Office from July 3, 1934, to February 28, 1939 (date of its abolition), including salaries, office contingencies, preparations for by-elections in 1936, 1937, and 1938, etc., were \$205,-778. The total cost of the Dominion Franchise Act was thus \$2,222,220, and the lists compiled under it were used for one general election.

4. Systems of Continuous Electoral Rolls Allowing for Revision up to a Fixed Date before Polling Day

(a) Province of British Columbia

The registration of voters in British Columbia is handled by a Registrar of Voters appointed for each electoral district. With the exception of the Registrars for Greater Vancouver, Greater Victoria, and the combined districts of Delta, Langley and Surrey, the Government Agents, in conjunction with their other duties and without additional salary, hold the position of

Registrar. The Registrars for the three areas mentioned are employed exclusively under the Provincial Elections Act. Between elections, the staff of each Government Agent performs any duties brought about by the registration of voters. When additional assistance is required at the time of a general election or by-election, such

⁷ Canada, House of Commons, *Report of the Special Committee on Elections and Franchise Acts, 1937*.

assistance is paid for from the appropriation for the Elections Act.

No yearly registration campaign takes place. Persons duly registered who vote at each election have their names retained on the Electoral Rolls. If a person moves and notifies the Registrar of that fact, the Rolls are amended accordingly. If he does not so notify the Registrar, he may still vote by absentee ballot as if residing at his former address, provided such address can be considered his place of residence by the terms of the Elections Act. Registrars keep their Rolls up to date throughout the year by the addition of new registrations and by noting changes of address forwarded to them by the electors concerned. The names of the deceased are stricken off the Rolls from information received from the Registrar of Vital Statistics.

After a general election, the poll books are checked and the persons who are found not to have voted are sent postcards informing them that their names will be removed from the Rolls if the reason for not having voted is that they no longer reside within the electoral district. If the postcards are returned to the Registrar as undeliverable, this authorizes him to remove the names from the Rolls.

An intense registration campaign usually takes place immediately before an election. The Government decides the length of time of the campaign and the method to be used. Several years ago, all the Rolls were cancelled and a complete registration took place. The method usually employed to keep the Rolls up to date is to cancel the Rolls for certain electoral districts and have a door-to-door canvass carried out by enumerators to compile new Rolls for those districts. In other electoral districts, a partial cancellation may take place with registration centres set up at convenient places for the use of electors.

The Rolls are reproduced by means of Addressograph equipment, while the basic information is maintained on file cards and Addressograph plates. Each electoral district compiles and maintains its own Rolls, and the copy for printing the Rolls is run off the Addressograph plates. In the larger electoral districts, particularly in Vancouver, the Rolls are sometimes printed from the plates, but in the main the printing is done by commercial firms from copy supplied. The same Addressograph plates are used for addressing postcards to voters on matters concerning such things as registration or where to vote. Postcards telling the voters they are already registered have frequently been sent to prevent registered voters from contacting the Registrar during the busy registration campaign.

For the 1966 general election registration campaign, an advertising agency was engaged and notices from the office of the Chief Electoral Officer were placed in all major newspapers throughout the province, in addition to spot radio announcements, informing voters that they would be receiving the card shown below, the receipt of which would indicate that they were registered as voters and need not concern themselves further. In other words, they would be eligible to vote at the next election.



NOTICE TO REGISTERED VOTER

You are presently registered as a Provincial voter at the address shown on this card. Your name will remain on the voters list for the electoral district indicated unless any change of status or of address comes to my notice before close of registration for any Provincial election. If there is no change, it will not be necessary for you to re-register.

REGISTRAR OF VOTERS.

Those who did not receive such a notice were advised to check their local newspapers, which would inform them where and when registration centres would open in their districts. At first the newspaper and radio notices appeared frequently, and then tapered off as the campaign progressed.

The number of registration centres opened and the time for so doing were left to the discretion of the respective Registrars. In larger districts, a greater number of registration places were set up. In the Greater Vancouver area, use was made of departmental stores, super-markets, drug stores and other similar places. In smaller places, local gas stations and various stores which were available were used for registration centres. Those wishing to do so could, by mail, request registration forms from the Registrar and, also by mail, return them completed.

It was not generally intended to use the "you are registered" cards as a means to purge the list, but only to notify as many persons as possible that they were registered and need not re-apply. When the Registrar had time, he dealt with any cards that were returned to him indicating a change of status or of address.

Statement of the additions and deletions of names of voters effected to the Rolls between 1963 and 1966

Names of voters on Rolls at 1963 general election	863,103
Removals: non-voters, deaths, etc., 1963-66	176,569
	<u>686,534</u>
Additions, 1963-66	32,727
	<u>719,261</u>
On Rolls at start of registration for 1966 general election	719,261
Applications received at Registrars' offices and at registration centres, or by other means, 1966	153,258
Names of voters gained from other electoral districts	22,097
	<u>894,616</u>
Names of voters lost to other electoral districts	20,689
	<u>873,927</u>

Statement of the total number of registered voters and of votes cast at the time of a general election

General Election	Number on Rolls	Total Votes Cast	Percentage of Votes Cast
1949	649,019	477,999	73.65
1952	793,073	543,456	68.53
1953	740,006	522,052	70.55
1956	778,587	509,409	65.43
1960	874,267	628,031	71.84
1963	873,140	608,672	69.71
1966	873,927	596,716	68.28

Estimated detailed registration expenses 1966-67 (11 months)

Temporary assistance, continuously employed	\$14,054.25
Office expenses	
Printing and postage	\$10,699.69
Supplies, services, minor equipment	17,238.62
Telephone and Telegram, freight, carriage, storage	5,174.14
Unemployment insurance	1,855.93
	<u>34,968.38</u>
Travelling expenses	959.52
Office equipment	14,398.76
Registration of voters	
Temporary assistance, Registrars' offices	201,020.90
Temporary assistance, enumerators	172,319.26
Advertising, Registrars and Chief Electoral Officer	163,961.97
*Rentals, premises, equipment	37,191.14
Printing and postage, notice cards	43,617.52
Travelling expenses	12,273.49
Miscellaneous	1,255.94
	<u>631,640.22</u>
**Permanent staff salaries— $\frac{2}{3}$	38,716.00
	<u>\$734,737.13</u>

*Costs of rentals of office space for the Registrars of Greater Vancouver, Victoria and for the combined electoral districts of Delta, Langley and Surrey are included in this item. No charge is made against the Provincial Elections Act for the cost of the space in each Government Agency office used for the purpose of registration of voters.

**Salaries of the permanent staff have been divided and charged one-third to general expenses and two-thirds against registration.

Estimated election costs
Expenditure for 10 year period—1957-58 to 1966-67

Year	Registration expenditure	General and By-election expenditure	Total expenditure
1957-58	\$ 85,308	\$ 62,012	\$ 147,320
1958-59	52,872	18,400	71,272
1959-60	211,219	18,371	229,590
1960-61	392,931	561,999	954,930
1961-62	53,584	16,169	69,753
1962-63	76,230	53,231	129,461
1963-64	334,882	568,309	903,191
1964-65	111,109	18,715	129,824
1965-66	85,671	19,388	105,059
1966-67, (11 months)	734,738	725,008	1,459,746
	<u>\$2,138,544</u>	<u>\$2,061,602</u>	<u>\$4,200,146</u>

The average cost per year over a 10 year period for maintaining the Electoral Rolls is \$213,854. The sum covers registration costs for three general elections and eight by-elections occurring in that period. In addition, it includes costs for the printing of forms, postage on postcards to voters, purchase of Addressograph equipment and supplies, together with maintenance of the equipment.

The permanent staff consists of:

Headquarters	3	Chief Electoral Officer and Registrar-General of Voters, Deputy Chief Electoral Officer, Clerk-Stenographer.
Victoria	2	Registrar of Voters, Deputy Registrar of Voters.
Vancouver	5	Deputy Registrar-General of Voters and Registrar of Voters, Deputy Registrar of Voters, 3 Clerks.
New Westminster	1	Clerk-Typist.
White Rock	2	Registrar of Voters, Deputy Registrar of Voters.

(b) Trinidad and Tobago

The electoral procedure adopted in the Territory of Trinidad and Tobago in 1946 was based on a system of ad hoc registration and voting by secret ballot following in some respects the pattern as outlined in the then Dominion Elections Act of Canada. In 1960 a system of Continuous Electoral Rolls was adopted for Parliamentary and Council elections. Registration of electors is carried on continuously throughout the year, the onus being on the individual to register.

A person is qualified to be an elector at a Parliamentary election if he is a British subject of the age of twenty-one years or upwards, and on the qualifying date (polling day):

- (a) has resided in the Territory for a period of at least six months immediately preceding such date; and
- (b) has resided in the electoral district for a period of at least two months immediately preceding such date.

A person may register at the age of seventeen and is classified on the records as a "non-voter" until he reaches the age of twenty-one, at which time he becomes a qualified elector as to age.

After a person's application for registration has been processed, an identification card is issued to him to be used in connection with elections as well as in other spheres of government administrative activity. Persons not qualified as electors and the minors related to them or under their care, are also registered. Identification cards are issued to adult persons not qualified as electors and to minors seventeen years of age or upwards; the names of such persons do not appear on the Official Lists of Electors prepared for elections, and will not appear thereon until they become qualified as electors. The plastic identification card given to a qualified elector contains, besides his name and address, his photograph, his signature, the date the card was issued to him, his registration number, the date and place of his birth, his nationality, height, sex, colour of eyes and skin, distinguishing marks, and the signature of the registration officer. The identification card given to adult persons not qualified as electors, and to minors down to the age of seventeen, contains the same information, but is of a different colour. The identification card has not only become acceptable for identification purposes in other spheres of government administrative activity, but also in spheres of commercial administrative activity. For those reasons, the possession of such a card has been an added inducement for persons to register.

Machines of the Addressograph-Multigraph system are used for listing the names of electors and for printing the Rolls containing such names. Xerox cameras, processors and fusers are used for reducing the copy of the Rolls of Electors produced by the Addressograph machinery for printing.

The Supervisor of Elections for the Electoral Department of the Territory of Trinidad and Tobago pre-

pared the following estimate of costs for launching and implementing their system of Continuous Electoral Rolls.

Electoral Department

Estimate of Expenditure to be Incurred on Permanent Personal Registration During the Period July to December, 1959

2 Draughtsmen (three months)	\$ 720
Course for Machine Operator	
Hotel Expenses	\$ 450
Meals	225
Travelling	400
Clothing	100
	<u>\$ 1,175 (U.S.) say, 1,998</u>
Preparation of Building for Office use	10,000
Cost of Pilot Scheme	3,048
Additional Staff for period	
July to December, 1959	
Assistant Supervisor of Elections ..	2,160
Cost of living allowance	168
1 Probationer Stenographer	480
1 Typist	480
	<u>3,288</u>
	<u>\$19,054</u>

Electoral Department

Estimate of the Amount Required for Permanent Personal Registration in the Year 1960

Summary

(1) Staff	(See Details)	\$ 193,950
(2) Equipment	do.	285,934
(3) Printing and Stationery	do.	126,710
(4) Travelling	do.	8,220
(5) Miscellaneous	do.	63,000
		<u>\$ 677,814</u>

Details of Estimate, 1960

ITEM (1)—STAFF

(i) 1 Supervisor of Elections (\$5,040-240-7,200)	\$ 7,200
(ii) 1 Assistant Supervisor of Elections (\$5,040-240-6,000)	5,040
(iii) 1 Senior Clerk (\$3,000-120-3,480)	3,000
(iv) 2 1st Class Clerks (\$2,280-120-3,000)	4,560
(v) 9 2nd Class Clerks (4 Checkers, 5 Filing Clerks (\$1,200-120-2,160)	10,800
(vi) 5 Inspectors (\$2,280-120-3,000)	11,400
(vii) 2 Mailing Clerks (\$960-60-1,200-120-1,680)	1,920
(viii) 4 Machine Operators (\$960-60-1,200-1,800)	3,840
(ix) 1 Storekeeper (\$2,160-120-2,520)	2,160
(x) 1 Stenographer (\$1,440-120-2,400)	1,440
(xi) 1 Draughtsman (\$1,080-60-1,200-120-2,400)	1,080
(xii) 1 Typist (\$960-60-1,200-120-1,680)	960
(xiii) 2 Messengers (\$720-60-960)	1,530
(xiv) 16 Permanent Registration Officers	7,680
(xv) 16 Clerks to Registration Officers	3,840
(xvi) Temporary Staff to collect information for Registration at the rate of 25 cents per adult, 10 cents per minor	122,500
(xvii) Temporary Head Office Staff (6 months)	5,000
	<u>\$193,950</u>

Details of Estimate, 1960—Continued

ITEM (2)—EQUIPMENT

(i) 381 Cardex Filing Cabinets	\$ 81,000
(ii) 1 Vari-Typer	5,000
(iii) 4 8-drawer Cabinets	3,200
(iv) 1 Automatic Graphotype Machine	24,000
(v) 1 Keyboard Graphotype Machine	7,500
(vi) 1 Flexowriter	9,000
(vii) 2 Tape Perforators	12,000
(viii) 2 Addressograph Machines	14,000
(ix) 1 Semi-Automatic Multilith Printing Machine	14,000
(x) 1 Collator	14,000
(xi) 400,000 Locktab Frames	24,500
(xii) 400,000 Addressoloid Plates	7,200
(xiii) 600 lb. Carding	800
(xiv) 50 Addressograph Steel Cabinets	28,000
(xv) 2,500 Drawer Front Cards	250
(xvi) 20,000 Locktabs	500
(xvii) 6 Laminators	11,610
(xviii) 2 Die Cutters	1,980
(xix) 2 Xerox Cameras	8,000
(xx) 2 Xerox Processors	8,000
(xxi) 2 Xerox Fusers	1,000
(xxii) 6 Xerox Plates and Holders	5,000
(xxiii) Ink, Blanket Wash and Fluids for Multilith	250
(xxiv) Steel Cupboards	5,144
	<hr/>
	\$285,934

ITEM (3)—PRINTING AND STATIONERY

(i) 1,200 Polling Division Binders	\$ 48,000
(ii) 800,000 Registration Cards	14,000
(iii) 400,000 Registration Cards (for minors)	5,000
(iv) 400,000 Identification Cards	5,160
(v) 500 Binders	3,000
(vi) 400,000 Plastic Covers for Identification Cards	28,800
(vii) Guide Cards	250
(viii) 60 Reams: Pirie Esparto White Wove 27 X 34—48lb. (500)	1,000
(ix) 10,000 Duplimat Masters (pre-printed)	1,500
(x) Printing of Forms	20,000
	<hr/>
	\$126,710

ITEM (4)—TRAVELLING

(i) Supervisor of Elections 7,000 miles	\$ 1,260
(ii) Assistant Supervisor of Elections 6,000 miles	1,200
(iii) 5 Inspectors 6,000 miles each	4,800
(iv) Registration Officers (During period of Registration) 16 at \$60 each	960
	<hr/>
	\$ 8,220

ITEM (5)—MISCELLANEOUS

(i) Cost of Photographs for Identification Cards, &c.	\$ 54,000
(ii) Publicity and Advertisement	5,000
(iii) Furniture for new Office	1,000
(iv) Course for Machine Operator	2,000
(v) Miscellaneous	1,000
	<hr/>
	\$ 63,000

The total estimated cost was \$696,868, most of which was non-recurrent expenditure. In 1965, there were 380,000 electors on the Rolls.

Other documents relating to the Trinidad and Tobago system appear as Appendix 1.

(c) (i) Allegheny County, Commonwealth of Pennsylvania, U.S.A.

The United States of America does not have a national suffrage law, for its Constitution reserves to the States the right to make their own laws governing methods and procedures of registration of electors and voting. That right is subject only to the privileges and immunities afforded by the Federal Constitution. As a result, the American "50 state" systems of registration and voting do not follow any set pattern but have varied and sometimes conflicting eligibility requirements, methods of registration of electors and methods of absentee voting. American electors are thus encircled in a maze of different electoral laws, the only common denominator being that one must be a citizen of the United States in order to qualify to vote. Therefore, one is not to construe that the method of registration and the aids to keep Rolls up to date employed in Allegheny County are uniform in every detail with other counties in Pennsylvania or with counties in other States of the U.S.A. The methods of registration of electors employed are as diverse among the States as are their electoral codes, and Allegheny County has been chosen only as an example.

The Pennsylvania Election Code vests the jurisdiction over the conduct of elections in each county in the "County Board of Elections", which consists of the County Commissioners or any officials or board who are performing the duties of the County Commissioners. The qualifications of electors are set out in Article VII of the Election Code. Briefly, every citizen of the State of Pennsylvania, twenty-one years of age, who has been a citizen of the United States at least one month, has resided in the State at least one year, and in the election district at least sixty days immediately preceding the date of the election, and has registered as an elector, is entitled to vote at all elections. If a former resident who has moved from the State has returned, the statutory period of residence in the State is reduced to six months.

The registration of electors, on a permanent basis, as a condition of their right to vote at elections, is provided for under The Permanent Registration Acts. Section 17 thereof stipulates that for the purpose of registering the qualified electors, the Commission (i.e., the County Commissioners acting as the Registration Commission) shall provide registration cards, serially numbered, in duplicate, and containing spaces for entering the personal particulars of the applicant and the Registration Affidavit. In addition to having its own staff act as Registrars, the Commission may appoint

qualified electors of the County to serve as such. These persons are selected equally from lists supplied by the chairmen of the political parties having the largest and second largest number of voters at the preceding November elections. The County Board of Elections causes any polling place to be open for use as a place of registration. The addresses of the places of registration are advertised by the placing of notices in conspicuous places throughout the area, by publication in a newspaper of general circulation, and in other newspapers as may seem desirable.

The applicant for registration is first sworn (or affirmed) as to the truth of the statements he is about to make, and informed that any wilful false statement will constitute perjury and be punishable as such. He is then asked to state the facts necessary to complete the registration card and his answers are recorded in duplicate in the appropriate spaces by the registration officer. The applicant then subscribes, by oath or affirmation, to the Registration Affidavit on both copies of the registration card. If the applicant is unable to sign his name, he is required to present affidavits from two electors who are personally acquainted with him and know his qualifications as an elector.

Registration Commissions are required to give every new registrant an identification card, as follows:

[FRONT]

VOTER'S IDENTIFICATION CARD

Ward, _____ Dist., _____
City, Boro, Twp.
has registered as an elector of the _____ Party
Dated _____ Serial No. _____

Signature of Elector

Registrar

[BACK]

Important Notice

To safeguard your right to vote, notify this office immediately when there is a change in your address.

**ALLEGHENY COUNTY
REGISTRATION COMMISSION**

ROOM 102, COUNTY OFFICE BUILDING
PITTSBURGH 19, PENNSYLVANIA

In Allegheny County, that card, in lieu of being given to the registrant at the time of his registration, is delivered by mail to the voter at his given address with a notation to the Postal Authorities, "Not To Be Forwarded". The procedure is designed to prevent an attempt to register from other than his real address.

The 1965 estimated cost of operating the system of registration of electors in Allegheny County excluding, wherever possible, the cost of taking the vote at elections, was \$580,482, divided as follows:

Salaries—permanent employees:	\$194,688
Wages—temporary employees:	313,150
(the number of employees varied from 150 to 160)	
Special printing:	18,067
The printing of Rolls of Electors is given to a contractor on a two-year basis. The successful contractor obtained the con- tract (two years) for an amount of \$109,155 and was supplied with the standing type to which he made altera- tions resulting from additions to or dele- tions from the Rolls. One year:	54,577
	<hr/>
	\$580,482

For registration purposes, the estimated annual cost per elector is 70 cents.

(ii) Excerpts from a Paper by Professor Ralph M. Goldman

The Allegheny County system is a specific example of a registration system. A more generalized view of American practices is contained in a paper delivered by Professor Ralph M. Goldman, Professor of Political Science, San Francisco State College, at the Conference on Election Administration held on October 5 and 6, 1962, in Pittsburgh. Excerpts from Professor Goldman's paper follow:

INSTITUTIONAL HURDLES TO VOTER PARTICIPATION

Few public affairs in the United States are administered under conditions of greater ignorance, inertia, and bad habit than are its elections. Even the most willing potential voter is discouraged by the incomprehensible legalities, the bored bureaucrats, and the suspicious party officials that make up the world of election administration. If the average consumer needed as much information and energy to obtain a credit card as the average voter generally needs to participate in a public election, the American economy would still be where it was at the beginning of the nineteenth century...

Some Aspects of Non-Voting

... It is my contention here that knowledge about the administrative aspects of non-voting must be produced hand in hand with knowledge about non-voting generally.

Without attempting completeness, let us review some of the current guesses and generalizations about non-voting. To simplify the task let us arbitrarily overlook non-voting in state and local elections, which are usually half to one third the turnout in presidential elections. Taking the presidential electorate only, we find that in 1960 there were 104 million citizens of voting age. If there were no other requirement for voting than citizenship and age, and this is generally assumed to be the case in the United States, these 104 millions would constitute our full national potential electorate. Actually, only 68,833,000 of those potential voters cast ballots for the presidency in 1960; that is, only 66 per cent participated. In this particular election the non-voters were 34 per cent of the potential electorate, not an unusual proportion even in the highest turnout election of all, the presidential election.

According to the American Heritage Foundation, of the 35,167,000 non-voters in 1960, an estimated 19,000,000 were "unable to vote" for what I shall call "administrative" reasons. The remaining 15,577,000 presumably made up their own minds to stay away from the polls or, more probably, failed to make up their minds to go to the polls. Let us call the first type "administrative non-voters" (for reasons that may become clear shortly) and the second type volitional or "voluntary" non-voters. As we shall see, it is not easy, perhaps impossible, to draw clear lines between the two types, and this difficulty is compounded by our general ignorance about non-voting.

Although little more than crude guesses, the American Heritage Foundation's estimates of the reasons why the "administrative non-voters" were "unable to vote" are nonetheless probably the best we have, and are as follows:

8,000,000	mobile adults unable to meet state, county or precinct residence requirements
5,000,000	adults kept from polls by illness at homes, hospitals, nursing homes, homes for aged, etc.
2,600,000	adults travelling for business, health, vacation, and other reasons, unable to obtain absentee ballots
1,750,000	adult Negroes in eleven Southern states kept from polls by rigged literacy tests, poll taxes, various social pressures, etc. (Other responsible but less conservative estimates place this group as high as 4,000,000.)
800,000	adult illiterates in twenty-five literacy-test states
500,000	citizens of voting age in District of Columbia
500,000	U.S. citizens living abroad
215,000	adult prison population
225,000	adult preachers of Jehovah Witnesses who face a religious disability to voting
19,590,000	Total citizens of voting age unable to vote

I have labelled these "administrative non-voters" on grounds that nearly all, with the possible exception of the Jehovah Witnesses exercising their free judgment, could become active voters—or "voluntary non-voters"—as a result of changes in contemporary procedures and practices of election administration.

Turning now to the "voluntary non-voters," what do we know about them? . . .

The habitual non-voter is a non-participant generally less involved than his fellows in any organizational activity and certainly less interested in politics and political action. He pays less attention to mass media reports about politics, his political opinions are less crystallized, he is personally more isolated from his fellows, and he often feels identification with leaders who are non-political.

Non-voting is more likely to be found among persons 21 to 34 years of age, those limited to grade school education, those with annual incomes of less than \$2,000, Negroes, unskilled labourers, and farmers. Non-voters usually are those with feelings of political impotence, agreeing with such statements as "people like me don't have any say about what the government does." These same persons are the ones who most frequently express feelings of personal despair and pessimism.

The non-voter is often more subject to "cross-pressure"—his sense of identification with one group challenged by other equally strong group identifications, paralyzing his will to act at all. The non-voter tends to be attached to the *status quo* and more concerned with economic issues of immediate bearing upon his well-being than with foreign affairs.

The ranks of the non-voters expand and contract in response to certain political circumstances or situations. Non-voting occurs more in state and local elections than in presidential. Closely contested or highly competitive campaigns reduce the size of the non-voting electorate. Turnout rises as previously apolitical groups become identified with new political leaders, as in the case of Huey Long's rise in Louisiana politics. There are fewer non-voters if the contest is final; that is, general elections ordinarily bring out more voters than primaries. A foreign or domestic crisis at election time will reduce non-voting.

Available knowledge tells us nothing about the connections, if any, between these psychological, social, and political components of non-voting and the administrative factors that may be influential. How many of the young non-voters in the 21-to-34 age bracket shy away from that first vote because they are terrified by the network of officials and "red tape" surrounding the ballot box? How many voters with little education find it simply too much to digest all the small print on voting procedure when they are having enough trouble remembering candidate names, proposition numbers, etc.? How many low-income persons or unskilled labourers fail to participate in elections because occupational and residential transiency characteristic of these groups prevents them from learning where to register and how to vote under local procedures, not to mention the problem of knowing and meeting local residence requirements? Outside the South with its special problems of Negro disfranchisement, how many Negroes, already burdened by little education, low income, and high mobility (Samuel Lubell has referred to contemporary Negroes as the "new immigrants"), find that the help of some urban political machine is indispensable for getting them through the administrative difficulties of voter participation? How much have the average non-voter's feelings of political impotence been aggravated by frustrating administrative hurdles?

That these questions are suggestive of important relationships between non-voter attributes and administrative practices

is supported by an illustration drawn in a recent article by Elmo Roper in *The Saturday Review*. In Idaho, Mr. Roper points out, where there is permanent tax-free registration and voters are allowed to register up to three days before the election, where only six months' residence in the state and thirty days in the county are required, where there is a liberal absentee voting law, 81 per cent of the voting population voted in 1960. In contrast, Mississippi, which requires two years' residence in the state and one year in the election district, which (except for the military) has a poll tax and no absentee voting, and which requires voters "to read, write, and interpret reasonably any section of the State Constitution," had a 1960 turnout of 26 per cent. The eight states at the top of the turnout list—Idaho, New Hampshire, Utah, the Dakotas, West Virginia, Minnesota, and Connecticut—all have election laws and administrative practices that facilitate voting . . .

Institutionalized Behavior and Voting Costs

Institutionalized behavior is essentially individual habit supported by consensus within some enduring group. The consensus may be informal and customary or incorporated into statutory law; the degree of formality is incidental. If the habit is to ignore those voters who happen to be ill on election day, the effect is as disfranchising as though it were written into the law. The main point, however, is that it is not institutionalized behavior if the individual follows a particular habit; the relevant group must endorse or prescribe activities supportive of the habit. Of what avail are the conscientious voting habits of a citizen if the community makes no provision for an absentee ballot when he must be away from his regular voting place on election day? Nor has behavior become institutionalized simply because the group has prescribed some pattern of activity. Drinking habits were not much altered by the Eighteenth Amendment. A more relevant example is the case of tens of thousands of Southern Negroes living in communities where obstacles to their voting have recently been removed. After decades of pressures keeping them away from the polls, these Negroes find it difficult to accept the new situation and to acquire the voting habit.

In common with most human habits, there is a certain economy and convenience in the learning and maintenance of institutionalized behavior. Habits reduce psychic costs by enabling the individual to act without rethinking all the facts and implications of his responses to recurring situations. If an individual had to reevaluate existing knowledge about dental care every time he lifted a toothbrush, the psychic effort would be onerous and undoubtedly the number of brushings fewer. Similarly, the citizen who must re-learn innumerable steps in the voting process each time there is an election finds the psychic effort laborious. To the expert in election administration this may seem as though I am stretching a point, for the expert will claim that voting is a simple enough procedure. My contention is that we do not have any facts about this aspect of the institutionalized behavior of voting. Even under the easiest systems of registration, for example, how many citizens fail to qualify to vote simply because the energy and time and thought needed to register is perceived by them as "too much"? Researchers have yet to develop means for measuring out an answer to this question . . .

(d) Australia

Since the Australian method of making and maintaining Continuous Electoral Rolls is examined in detail in Part II, and also in part in the next section of Part I, it is intended here merely to summarize its chief features for comparison with the other systems described above. The complete Australian system, together with relevant statistics, can be found in Part II; in outline, it is as follows:

(i) The Australian system is a national one, but includes a Commonwealth Electoral Officer (a federal official) for each State, who has responsibility for the voters' lists in his State.

Enrolment as an elector has been compulsory since 1911, and the responsibility for enrolment rests directly on the elector. Only those persons who sign an Electoral Claim (a form available from all Post Offices and Electoral Offices) are enrolled. The claim includes a declaration of qualification which is witnessed by an elector, or a person qualified to be an elector.

(ii) The Rolls are kept up to date by the Electoral Administration, which in urban areas aims to effect one complete Review of Habitations every twelve months. The review is carried out by casual labour, not permanent officers, through persons selected and instructed by the local Divisional Returning Officers, and called Review Officers. In rural areas, where the Habitation Review system is not practicable, an Electoral Agency system operates, in which selected persons (usually public officers such as Postmasters, Police Officers, etc.) are appointed to note changes in their areas.

In 1966, the total number of Roll operations effected throughout Australia (excluding the Capital and Northern Territories) comprised the addition of 779,462 names, the removal of 586,899, and 183,406 alterations, for a total of 1,549,767, or 25.78 per cent of the total enrolment.

The cost of a complete Habitation Review is approximately \$120,000 a year, and of the Electoral Agency system, \$6,000.

(iii) Postal voting is permitted in Australia for several classes of citizens who may be absent from their Electoral Divisions on polling day; or travelling under conditions that may preclude voting, including travelling abroad; or seriously ill, infirm or, in the case of a woman, approaching maternity; or members of certain religious orders. The percentage of electors voting by post generally averages from two to three per cent of the total vote polled.

(iv) Absentee voting is permitted in Australia for any elector who attends at a Polling Place located in

the State for which he is enrolled, and makes and signs a statutory declaration in the presence of the Presiding Officer. The percentage of absent voters generally averages from five to eight per cent of the total vote polled.

(v) The estimated costs of the Australian system for maintaining Electoral Rolls (excluding the actual costs of voting) for the financial year 1964-65 were as follows (all figures in Canadian currency converted at the rate of \$2.40 per Australian pound):

5. Methods of Keeping Rolls Up to Date

(a) *General*

A major weakness of systems of Continuous Electoral Rolls is found in the difficulties of keeping track of electors who change their place of residence. Some systems employ a form of compulsory registration on the part of the elector in an attempt to solve this problem. But no matter what method is used for bringing the Rolls up to date, their accuracy at a general election will only be in relation to the amount of time elapsing between the bringing up to date of the Rolls and the date of polling day. The time generally required to update the Rolls is four to five months.

Under the present system in Canada, a period of six days, after the election has been ordered, is provided in the Canada Elections Act for the completion by enumerators of the preliminary list of electors in each polling division. A total of 48,071 polling divisions was established for the 1965 general election. There were 10,274,904 electors on the lists, giving an average of 214 electors per polling division. In view of the very short period of time given to enumerators to complete their work, polling divisions of approximately that size are essential. Under a system of Continuous Electoral Rolls each polling division is established for a larger number of electors. For instance, at the 1964 general election in the United Kingdom, where a method of Permanent Lists is employed, there were 30,255 polling divisions for 35,894,054 electors, an average of 1,186 electors per polling division. At the 1963 general election in Australia, where a method of Continuous Electoral Rolls is employed, there were 1,200 polling divisions for 5,824,917 electors, an average of 4,854 electors per polling division. At the 1965 elections in Allegheny County, State of Pennsylvania, U.S.A., where a method of Continuous Electoral

Salaries, allowances, extra duty pay and overtime	\$1,351,200
Administrative expenses:	
Office expenses	230,640
Administration of the Electoral Act	684,000
Commonwealth Elections and Referendums	319,764
Rental of offices and maintenance	130,800
Total	\$2,716,404
With 5,934,587 names on the Rolls in 1965, the	

With 5,934,587 names on the Rolls in 1965, the annual cost per elector was 45 cents.

5. Methods of Keeping Rolls Up to Date

Rolls is employed, 1,287 polling divisions were established for 823,784 electors, an average of 640 electors per polling division.

(b) *Australian Method of Review Officers*

The Divisional Returning Officer (the equivalent of our returning officer) is responsible for the selection and instruction of Review Officers. Persons from outside the Public Service are employed as casual labour to carry out the review. The number of Review Officers employed in a Division (our electoral district) at any one time would vary from two to six depending on circumstances, e.g., the period allowed for completion of review. The average number of electors enrolled in each of the 122 Electoral Divisions as of January, 1966, was 49,270.

Each Subdivision of an Electoral Division is divided into areas called "walks". Normal practice is to limit the size of a walk to an area (about 500 habitations) which would be covered in a working week. The review is carried out by Review Officers checking, by house-to-house enquiry, the entries on the Habitation Card (shown below) relating to the particular habitation, making thereon notations relating to persons who have permanently left the habitation, and entering on the card the name of any qualified person living other than temporarily at the habitation, which does not already appear.

For residential hotels, colleges, hospitals, etc., schedules showing the names of persons enrolled therefor are separately maintained and periodically reviewed in a direct manner, i.e., by forwarding the schedules to the persons in charge and requesting that they make notations relating to persons who have permanently left and to new persons now living there. That informa-

tion is required to be furnished by the occupier pursuant to Section 38 of the Commonwealth Electoral Act.

If after repeated visits to a dwelling a Review Officer finds no one in attendance, he notifies accordingly the Divisional Returning Officer who sends to the occupier of that dwelling the postal card shown below.

[FRONT]

COMMONWEALTH OF AUSTRALIA.
AUSTRALIAN CAPITAL TERRITORY.

To the Occupier or Person in Charge,
Dear Sir or Madam,

No one was in attendance when a Commonwealth Electoral Review Officer called. In accordance with Regulation 10 of the Australian Capital Territory Electoral Regulations, you are requested to please fill in the particulars as required on the other side of this card and return it, without delay, in the accompanying Post Free addressed envelope. The information is required only for the purpose of checking the Roll of Electors.

L. J. ABBOTT

Returning Officer for the Australian Capital Territory,
Chief Electoral Office,
Canberra City.

Date : :

NOTE.—(1) Commonwealth Electoral enrolment is compulsory. Failure to enrol or to notify a change of address renders a person liable to a penalty not exceeding £2.
(2) The listing of names on this card will not secure the enrolment of the persons concerned.
(3) The only method by which a person may secure enrolment is to complete an Electoral claim card which may be obtained from the Chief Electoral Office or any Post Office.

[Please see other side.]

[BACK]

FOR COMPLETION BY THE HOUSEHOLDER.

House Name or No. Name of Street

List of names of persons permanently living at above address who are 21 years of age and upwards, are British Subjects, and have lived in Australia for six months continuously.

Surname.	Christian Names in Full.	Remarks.
.....
.....
.....
.....

Date

(Signature of Occupier or Person in charge of dwelling)

[Please see other side.]

REGISTER OF ELECTORS, 1967

(Qualifying date: 10th October, 1966; register in force for twelve months from 16th February, 1967.)

I am required by Parliament to prepare and publish each year an up to date Register of Electors. A person whose name does not appear in the Register cannot vote at either a parliamentary or a local government election. It is therefore important that you as Occupier should fill up this form and return it to me.

Please do so immediately; I will give you any help you need if you apply to me.

Please enter particulars of every British subject (see note) or citizen of the Republic of Ireland whether or not he/she is already on the Register who is over 21 or whose 21st birthday falls on or before 16th June, 1967, and who will be resident at your address on 10th October, 1966, including anyone who, though temporarily absent, normally lives there. Do not, however, enter members of the Forces or anyone else with a service qualification as explained in the adjacent note on Service Voters. Do not enter aliens.

The Electoral Registration Officer.

Please complete sections 1, 2, 3 and 4 below.

SECTION 1. ADDRESS:

No. of Flat (if any)	No. of house (or name, if it is not numbered)	Name of Street or Road	Parish or Town and postal district (if any)

SECTION 2. RESIDENTS WHO ARE OVER 21 OR WHOSE 21ST BIRTHDAY FALLS ON OR BEFORE 16TH JUNE, 1967:

Surname & Suffix or Title (Mr., Mrs., etc) (BLOCK CAPITALS)	Christian names or other forenames (BLOCK CAPITALS)	Enter "Over 21," or if a Seaman (other than R.N.) enter "R.N." or "M.S." and on or before 16th June, 1967, give date of birth
(Enter occupier's name first)		

If occupier is over 60 enter "over 60" in third column (see note on jury service).

JURY SERVICE

You should enter "M.S." against the name of a seaman (other than R.N.); he will then be invited to appoint a proxy to vote for him, or to vote by post.

POSTAL VOTING

Anyone who thinks that he may be entitled to vote post, e.g. because of physical disability or because of his periodic absences on business (absence on holiday is not a ground for voting by post) should apply to me for a form of application to do so. Do not wait until an election before applying, or you may be too late. Postal voting is not permitted at rural district, rural borough and parish council elections.

SECTION 3. OTHER OCCUPIERS OF HOUSE

Is any part of the house or flat you occupy
separately occupied by persons not entered above?

Answer YES or NO

SECTION 4. I hereby declare that to the best of my knowledge and belief:—

- (a) the particulars given above are true and accurate.
- (b) all the persons whose names are entered above are BRITISH SUBJECTS or citizens of the Republic of Ireland and are over 21 or will attain their 21st birthday on or before 16th June, 1967.

Signed.....

Date

While the whole Commonwealth enrolment procedure is designed to achieve up-to-date Rolls, it has been found that additional aids and methods, necessarily requiring a large amount of time and labour, have to be adopted. Advice relating to deaths and marriages of adults, to persons convicted of offences and sentenced for periods longer than one year, and to persons granted naturalization, is obtained from time to time from the appropriate official source and utilized as circumstances require.

In rural areas where the Habitation Card system is not practicable, an Electoral Agency system operates. Selected persons, usually holding some public office (e.g., Postmasters, Police Officers, Shire Clerks, etc.) are appointed Electoral Agents by the Commonwealth Electoral Officer, on the recommendation of the Divisional Returning Officer. These Electoral Agents are supplied with interleaved Rolls of Electors enrolled for their areas, called "Field Books". As in the case of Review Officers working the Habitation Card system, the Electoral Agents note in the Field Books the names of the electors who have left the area, changed their addresses, etc., and the names and addresses of newly arrived residents.

Upon the return of the Habitation Cards or the Field Books, it is the duty of the Electoral Registrar to utilize the information contained therein towards the cleansing of the Roll by removing superfluous entries (i.e., by lodging objections on the grounds of non-residence) and ensuring, by penal action if necessary, the lodgement of claims for enrolment or notification of change of address by persons not already correctly enrolled. Between reviews, the Habitation Cards and Field Books are kept up to date with the Official Roll.

(c) United Kingdom Method of Using Postal Services and Follow-up Canvassers

Before the following method could be employed an Address Register had to be compiled in all electoral districts situated in cities and towns where there was a postal delivery service by letter carrier. Such an Address Register had to contain the address of each dwelling on each street in the electoral district.

The authority for registration officers to gather information is found in Regulation 22 of Part I of the Representation of the People Regulations, 1950.

"22. The registration officer may require any householder or person owning or occupying any land or premises within the area for which he acts or the agent or factor of any such person to give information required for the purposes of his registration duties."

Information from householders is obtained by sending in August the Form A (shown at page 20) to each householder in the respective electoral districts. The form is not sent to multiple housing complexes, such as institutions, hotels, etc.; instead, canvassers are sent.

A penalty is provided in Regulation 70 (1) of the said Regulations for anyone who fails to give required information, or gives false information, to the registration officer.

"70.—(1) If any person fails to comply with or gives false information in pursuance of any such requisition of the registration officer as is mentioned in Regulation 22 of these Regulations, he shall be liable on summary conviction to a fine not exceeding twenty pounds."

When Form A is returned by the householder it is not always fully filled in and supplemental information has to be obtained. The form shown at page 22 is used for such purpose.

In the event that Form A is not received by the registration officer after a date set by him for such receipt, a reminder is sent to the occupier in the form shown below:

REPRESENTATION OF THE PEOPLE ACTS

Dear Sir or Madam,

REGISTER OF ELECTORS

Some days ago you were sent a form to complete which is needed for the preparation of the register of electors. If you do not complete this form (as the law requires you to do) your name and those of others in your household may not be included in the register. Any person whose name is left out will be unable to vote at parliamentary or local government elections.

It would assist me in the preparation of an accurate register and help to keep down the cost of this work if you would complete the form and post it to me immediately.

Yours faithfully,

R.P.F. 32A

Electoral Registration Officer.

(Householder, Occupier
Owner, Agent or Factor)**REPRESENTATION OF THE PEOPLE ACTS**

To

For the purpose of assisting the Registration Officer in compiling the Register of Electors you are required to give supplemental information on the following particular points:—

INFORMATION REQUIRED	ANSWER

I declare that the information given in this Return is true and accurate to the best of my knowledge and belief.

Signature.....

Date

This form should be filled up without delay, and, if not previously called for, should be sent by post within.....days from this date to the address given on the back.

Signed....., Registration Officer.

Date

N.B.—The Representation of the People Regulations, 1950, impose a penalty in the case of failure to give the required information and in the case of false information being given.

If after an appropriate period Form A is still not returned despite the reminder shown at page 21, a further reminder is sent which reads as follows:

R.P.F. 32B

REPRESENTATION OF THE PEOPLE ACTS

Dear Sir or Madam,

REGISTER OF ELECTORS

You have been sent a form to complete which is required for the purpose of preparing the register of electors. This form has not yet been returned to me.

If you do not return the form your name and those of others in your household may not be included in the register. Any person whose name is left out will be unable to vote at parliamentary or local government elections. Under Regulation 70(1) of the Representation of the People Regulations, 1950, you will also be liable on summary conviction to a fine not exceeding £20.

A further copy of the form is enclosed. Please complete and return it to me immediately.

Yours faithfully,

Electoral Registration Officer.

If after a further appropriate period of time, Form A is not received by the registration officer from the occupier concerned, follow-up canvassers are sent to the dwelling to obtain the necessary information. Prosecutions of the occupiers do not appear to be made.

In areas not served by letter carriers, mail cannot be addressed to buildings, only to people. Therefore other methods are used, such as preparing in those areas a register of the heads of households and enlisting their services to obtain information of qualified electors residing in their households.

My inquiries in four electoral districts situated in England, in which districts there is a relatively high degree of movement of population, lead me to believe that approximately 45% of the occupiers return Form A without the necessity of further prodding by reminders or follow-up canvassers.

Subject to adjustment where the last day for any proceeding falls on a Sunday, the time-table for the preparation of the register is as follows:

Qualifying date 10th October

The Lists:

Copy to printers by 29th October

Delivery by printers 26th November

Publication 28th November

Claims and Objections 28th November to 16th December

Considerations completed by 4th January

The Register:

Copy to printers commencing 28th December

Delivery by printers 13th February

Publication 15th February

Within this time-table, dates for delivery of proofs and copies of the lists and register will be a matter for negotiation between the registration officer and the printers: it is recognized that county registration officers may require delivery a few days before the prescribed dates.

(d) *Use of Postal Change of Address Orders in Allegheny County, Commonwealth of Pennsylvania, U.S.A.*

W. Alton, Director of Elections for Allegheny County, conceived a method, using Postal Change of Address Orders Form 3575, shown below, to keep the Electoral Rolls of the County up to date.

[FRONT]

CHANGE OF ADDRESS ORDER MAIL OR DELIVER TO POST OFFICE OF OLD ADDRESS	
This order provides for the forwarding of first-class mail, parcel post and books, unless you or the sender direct otherwise.	
FORWARDING POSTAGE IS GUARANTEED FOR <input type="checkbox"/> ALL <input type="checkbox"/> MAIL <input type="checkbox"/> NEWSPAPERS <input type="checkbox"/> & MAGAZINES <input type="checkbox"/> CIRCULARS	
CHANGE FOR <input type="checkbox"/> ENTIRE FAMILY <input type="checkbox"/> INDIVIDUAL <input type="checkbox"/> OR FIRM <input type="checkbox"/> SIGNER ONLY	
CHANGE IS <input type="checkbox"/> PERMANENT <input type="checkbox"/> TEMPORARY UNTIL (Give date) (Expires after 2 years— not renewable)	
Orders to forward general delivery mail (at delivery offices) expire in 30 days unless renewed.	
ENDORSEMENT OF CLERK OR CARRIER	DATE ENTERED

AFFIX
STAMP
HERE WHEN
MAILED

Postmaster

(City and State)

POD Form 3575

COMPLETE OTHER SIDE

NAME 	PRINT OR TYPE -LAST NAME FIRST	
OLD ADDRESS 	HOUSE NO. AND STREET, APT. NO.; OR BOX OR R. D. NO. (In care of)	
NEW ADDRESS 	CITY, ZONE, AND STATE	
SIGN HERE 	(If signed as agent, include title)	
		EFFECTIVE DATE
COMPLETE OTHER SIDE		

In April, 1961, Mr. Alton met with the Postmaster General of the United States and obtained from him a revision in the postal regulations in order that Registration Commissions all over the Country could assist in curing a major weakness of the permanent registration system, namely, the inability to keep pace with voters' changes of residence. Allegheny County is averaging eight thousand removal notices a month filed by patrons in the one hundred Post Offices throughout the County. Arrangements have been made with the Washington Postal authorities for all Post Offices in Allegheny County to forward monthly to the Pittsburgh Post Office all Forms 3575 filed by their patrons. Such forms, exclusive of those for business address changes, etc., are then forwarded to the Director of Elections. Under the terms of that agreement, five cents is paid to the Post Office for each removal notice; also, the notices have to be returned to the Post Office within thirty days of the date of their receipt by the Director of Elections.

A feature of this whole procedure is that no forms are needed except for the card or letter of transmittal which is sent out to the elector apprising him of the suspension or cancellation of his registration. In the first place, a registrar, or clerk, has merely to take the Form 3575 which lists the old and the new address of the elector. In the event the elector is still registered on the Rolls from the old address, his registration is suspended, and a notice is mailed to him to that effect.

In Allegheny County, the suspension system has been instituted in place of the old cancellation sys-

tem. Two files are kept, i.e., an active file and an inactive file. In order to lift his suspension, all an elector has to do is send to the Director of Elections an executed Permanent Registration Notice, and if the signature compares with the one already on file and the notice is otherwise legal on its face, the elector's registration is then reactivated, without requiring any personal appearance from him. That system was instituted in 1953 because it was felt that it afforded more convenience to the elector; it eliminated thousands of repetitious registrations of voters who had to re-register under a "cancellation" system; it was expensive and cumbersome to re-register such electors and it presented a very difficult problem in checking master files to guard against duplications. A spot check was conducted during the 1952 Presidential year. Out of a total of approximately ninety thousand new registrations, the check indicated that upwards of sixty-five thousand were of electors who had permitted their registrations to lapse on account of moving, or failing to vote during two calendar years. The suspension system has not only rectified this but it has proved to be a necessary complement to participation with the Federal Government in checking out the Forms 3575.

The forms of the Suspension Letter and of the Permanent Registration Notice sent to the electors concerned are set out below.

Dear Voter:

According to the records on file in the United States Post Office, you recently filed a notice to have your mail forwarded to a new address. However, the records of the Allegheny County Registration Commission indicate that you are still registered from your old address.

In accordance with the provisions of the Pennsylvania Registration Law, you are hereby notified that your registration is suspended. In the event that you have moved any place WITHIN ALLEGHENY COUNTY, you may reactivate your voting registration at your new address simply by filing the enclosed Permanent Registration Notice.

THE DEADLINE FOR FILING THE NOTICE IS

To safeguard your right to vote, execute the enclosed notice and mail or deliver it to this office immediately.

ALLEGHENY COUNTY REGISTRATION COMMISSION
102 COUNTY OFFICE BUILDING
PITTSBURGH 19, PA.

Note: In the event that you did not move, or that the notice you filed with the Post Office was only for a TEMPORARY forwarding of your mail, kindly note on the enclosed card - "I have not moved" - and return it so that your registration will not be suspended.

[FRONT]

INSTRUCTIONS

This Permanent Registration notice, properly filled out, signed and returned to the Allegheny County Registration Commission, will effect the reinstatement or transfer of any elector WITHIN Allegheny County.

Each elector must sign in his own hand on a separate permanent registration notice. This registration notice will not be valid unless the signature compares with the signature on the elector's registration card on file in the office of the Commission.

SIXTY DAYS residence in the new election district is required prior to any Primary or Election.

Deadline for receiving this Notice — FIFTY (50) Days prior to any Primary or Election.



ALLEGHENY COUNTY
REGISTRATION COMMISSION
Room 102, County Office Building
Pittsburgh 19, Pennsylvania

[BACK]

PERMANENT REGISTRATION NOTICE
(Use this Form for Reinstatement and Change of Address)

I hereby request that my permanent voting registration be returned to the active file.

My present address is _____ Street or Road _____ Post Office _____
Where I occupy (Whole House) (Apt. No.) (No. of Rooms) (Floor No.)
____ Ward _____ District _____ Borough _____ Township _____

My birthdate is _____ I have resided at my present address _____ years
(Insertion of birthdate is optional only)

(Print your name here) _____ (Affix your signature here exactly as you are registered)
If You Have Moved From Your Last Registered Address, Fill Out Below
I moved from _____ No. _____ Street or Road _____ Post Office _____ on _____ Date Moved _____
____ Ward _____ District _____ Borough _____ Township _____

This space for Departmental use only

MF _____ DF _____ SL (off) _____ SL (on) _____ VB _____

During 1965, the Director of Elections received 43,135 Change of Address Orders upon which were indicated permanent changes of addresses of electors whose names appeared on the Rolls for Allegheny County. Also received were 48,475 Orders upon which were indicated permanent changes of addresses of persons whose names *did not* appear on those Rolls. I am informed that no other County or State has adopted this method of maintaining Rolls up to date.

Prior to each Primary in the Spring and each Election in the Fall, all Housing Authorities and/or Redevelopment Authorities co-operate with the Director of Elections in turning over all information leading to the identification of those electors vacating apartments and/or residences in buildings under the jurisdiction of the authorities. Under the Pennsylvania Vital Statistics Law, the central State Office in Harrisburg, Pennsylvania, transmits monthly to the Director of Elections

a list of all residents of Allegheny County over twenty years of age who have died during the preceding month. An average of 1,500 deaths are reported per month. In conjunction with the Duquesne Light Company which supplies electrical current to 98% of the electorate in Allegheny County, a monthly check is made of all electric meter removal slips for reasons other than delinquency or moving by tenants. That gives the Director of Elections the opportunity to keep pace with residences which are destroyed by fire, demolished by action of a public authority, etc. Electors at the addresses of such residences are suspended and notices are mailed to be forwarded. Periodically, an employee in the office of the Director of Elections visits "Addresses of Special Significance", i.e., homes for homeless men, hotels or inns in which the clientele is highly transient, and dwellings wherein an unusual number of registered electors appear on the lists.

In Pennsylvania, party workers are elected at the precinct level. Every two years, the electors of each precinct elect one Committee Man and one Committee Woman from each political party to act as the precinct party representatives. As a special check from time to time in Allegheny County, with two political parties, Democratic and Republican, and 1,287 precincts, each precinct party representative is mailed the Street List of his precinct requesting his suggestions and corrections, together with a self-addressed stamped envelope, returnable to the Director of Elections.

(e) Purging Electoral Rolls after Polling Day

After a general election, the "dead-wood" accumulated on the Rolls may be removed after examining the Rolls and the voting records to determine the electors who did not vote at the election, inquiries having established that (1) "non-voter" no longer resides at address appearing on Roll, or (2) "non-voter" is deceased, or (3) "non-voter" has not voted at the two previous elections, or (4) "non-voter" has not cast a vote at elections held during a two-year period.

In the province of British Columbia and in various States of the United States, the records of voting and the Rolls are checked after polling day to determine the names of the electors appearing on the Rolls who did not cast a vote. After notice is given to the elector concerned or after inquiries by electoral officers, the name of the "non-voter" is struck off if it is established that "non-voter" has ceased to reside in the electoral district or has died. In some States, the legislation provides that the name of an elector shall automatically be struck off the Rolls if the elector concerned did not cast a vote at elections held during a two-year period.

In Australia, the Rolls of Electors are checked after an election for "non-voters". Each entry on the Rolls is checked against the voting records. Inquiries are then made and if as a result of such inquiries it is established that the "non-voter" has ceased to reside in the electoral district or is deceased, appropriate action is taken to remove the name from the Rolls. Consequently, any obsolete entries which have escaped attention in the ordinary course are detected.

Pennsylvania law requires every registered voter who has failed to vote during the preceding two calendar years to file a reinstatement form. Under this procedure, immediately following each November election, the letter shown below is transmitted to every voter who failed to vote during the two calendar years.

Dear Voter:

An examination of the Voting Register of your District discloses that you are not recorded therein as having voted at any election or primary within the last two years.

In accordance with the provisions of the Pennsylvania Permanent Registration Law, you are hereby notified that your voting registration will be suspended unless you file with this Commission, either personally or by mail, a written request for reinstatement of your registration.

The enclosed card, properly filled out, will reinstate your registration.

In the event that you have moved since registering, this card may be used for a change of address as well as a reinstatement. Kindly give your former address and your new address in the proper places on the card. This will then effect the transfer of your registration to the election district of your new residence any place within Allegheny County.

Unless the enclosed card, signed by you, is received at this office not later than [REDACTED] we shall be compelled to suspend your registration.

ALLEGHENY COUNTY REGISTRATION COMMISSION
102 County Office Building
Pittsburgh 19, Pa.

B. S. Hite, Registrar of Voters, County of Los Angeles, California, in a paper entitled "Effective Registration Systems" prepared for the Conference on Election Administration held in Pittsburgh, Pennsylvania, October 5 and 6, 1962, stated:

"The largest purge of our files occurs after each general election. Those voters who fail to vote at that election have their affidavits of registration removed from the Rolls. These affidavits so removed, on investigation, for the most part, are people who have moved out of the State or moved to another address within the State and failed to reregister.

It is estimated, at the coming general election, that Los Angeles County will have a registration of some 3,200,000; and

we are predicting that because of the heated contests, we will probably have a vote of near 85%. If these predictions come true, you can readily see that our Rolls will be cleared of some 475,000 registrations—affidavits of those who failed to vote, and no doubt, are no longer residing at the address from which they registered."

(f) *Voluntary Registration on the Part of the Electors*

With a system employing voluntary registration as the sole method of updating the Rolls, major problems arise:

Because of the general apathy with which electors view registration, few avail themselves of the opportunity to register or correct existing registrations either by personal attendance before, or by mailing the prescribed forms to, a registrar, in the period between general elections.

When a general election is imminent and during the short period of time between the date the election is called and polling day, there is an impetus for some electors to register. However, such a last minute rush tends to cause the system to break down under its own weight. It is impossible to deal adequately with a large number of new registrations at a date so close to polling day.

It is not feasible or practicable to have a sufficient number of stand-by trained employees so it is necessary to hire casual help during the election period, and the small permanent electoral staff does not have time adequately to train or supervise such personnel. This inexperienced casual help also lends to the difficulty of dealing effectively and efficiently with registrations at such a late date.

At this time, a registrar of electors or his staff can check an application for registration against his own records to see if the applicant is registering as a result of a change of residence from one polling division to another within the registrar's electoral district, but insufficient time and the lack of trained staff fairly well eliminate an effective check to ascertain if and where the applicant elector was previously registered. Even when the elector has indicated on the application form the name of the electoral district where he was previously registered or the address of his previous place of residence, the same reasons prevent effective action being taken before polling day to remove his name from

the Roll of the electoral district where he previously resided. Generally, it is only after polling day that electoral officers can make use of the information.

A conclusion of the final report of the Special Committee on Elections and Franchise Acts made to the House of Commons on April 6, 1937, was that:

"the yearly revision under the provisions of the Dominion Franchise Act, 1934, could not produce satisfactory results, and that only through voluntary efforts on the part of members of parliament, candidates and political organizations, involving great cost in time and money, could the lists of electors be brought up to date and thoroughly purged."

This is confirmed not only by the experience of Canada, but by other Countries where Continuous Electoral Rolls are used, with no methods or aids to keep such Rolls up to date other than voluntary registration on the part of the elector.

In the Report of the President's Commission on Registration and Voting Participation, U.S.A., November, 1963, the following remedies are recommended for voluntary non-voting:

THE REMEDIES FOR VOLUNTARY NON-VOTING

The citizen who does not bother to vote is both a source of despair and a challenge. To increase his desire to vote, many groups have made him the focus of appeal and persuasion. Their efforts have sometimes been intense and continuing, sometimes halfhearted and sporadic. In specific instances they have succeeded, and the unmotivated citizen has marked his ballot. In general they have failed, and low voter turnout persists.

Apathy, unconcern, and indifference, coupled with the notion that one vote does not count, constitute a troubling condition which no pat formula can quickly rectify. Yet certain remedies are capable of improving voter turnout.

The most obvious method of combating apathy is a register-and-vote campaign. Political parties, civic, business, and labor groups, public bodies and officials employ the techniques of publicity and persuasion to encourage citizens to register and vote.

A good example is the campaign of Philadelphia's Non-Partisan Register and Vote Committee. The work of this organization is made possible by the city's modern registration laws, which permit mobile, branch, and in-plant registration.

Directed by civic and governmental leaders, the Philadelphia committee enlists the aid of practically every type of communication medium and almost all community groups. Labor and management, women's organizations, youth groups, civic, fraternal, and veterans' organizations, professional groups, editors, broadcasters, and businessmen, municipal employees,

school children—all these and many others contribute to the assault on apathy. "Registration Weeks"—for newly naturalized citizens, young voters, married persons, people who have moved—publicize registration requirements. Register-and-vote messages are sounded in baseball parks, theaters, and other places of public recreation. School children bring similar messages home to their parents.

All mail of Philadelphia city agencies, as well as telephone and gas bills, contains register-and-vote reminders. Announcements are made at all city functions. A labor-management subcommittee arranges in-plant registration. In the month before registration closes, boxes appear regularly in local newspapers detailing the schedule of traveling registrars and the days remaining in the registration period. Political leaders receive flyers for distribution telling citizens how and where to register.

Drives Produce Results

These procedures merely highlight the Philadelphia campaign. Many supplemental techniques round out the committee's program. The result of such effort has been a marked increase in voter participation.

In 1956, a concentrated, week-long registration drive in Davenport, Iowa, added 2,267 names—one-third of the city's non-registrants—to the registration rolls. Radio and television, newspapers, schools, churches, city officials, and more than 20 community organizations worked to give Davenport block-by-block coverage in the drive.

In the same year, Wausau, Wis., and Highland Park, Ill., engaged in a contest to see which city would be the first to register 100 percent of its citizens. Massive, heavily publicized campaigns, employing many of the techniques outlined above, produced impressive results in both cities. Highland Park registered 99.4 percent of its potential voters and Wausau was close behind with 99.1 percent. A follow-up, get-out-the-vote campaign in Wausau produced a 90.7 percent turnout on Election Day.

Stirring people up is in the best tradition of American politics, and we commend the practice of well-organized, comprehensive register-and-vote campaigns. Yet exhortation alone cannot do the job, and such campaigns are superficial if they consist only of admonitory slogans, however well-publicized and oft-repeated. Increasing the number of citizens who journey to the polls should not be merely an exercise in coaxing.

What publicity and persuasion can and should accomplish is the nourishing of a meaningful sense of political participation. The worthwhile register-and-vote campaign transcends mere emotional appeal and strikes at the core of apathy. For while encouragement is important, information is vital, and the meaningful register-and-vote campaign both encourages and informs. It tells people whether they must register, and how, when, and where to do it. It tells people about the mechanics of voting. And it tells them about the candidates and issues.

Such an educational approach can boost a citizen's desire to vote. It can attack directly the psychological causes of low voter participation.

6. Statistics Relating to Population Mobility in Canada

(a) Summary of Statistics on Population Mobility.*

(Extracts from Bureau of Statistics Bulletin No. SX-4)

Census of Canada, 1961

Age Group	Total Population	Within Canada	Within same Municipality	From different Municipalities	Within same Province	From different Province	Moved but place of Residence not given	Migrants from Abroad
20-24.....	1,097,371	656,063	354,957	301,106	233,867	63,194	4,045	61,165
25-29.....	1,145,524	767,408	440,370	327,038	249,837	73,436	3,765	85,239
30-34.....	1,216,528	699,173	413,605	285,568	220,603	62,074	2,891	68,576
35-44.....	2,293,999	995,530	600,966	394,564	305,192	85,356	4,016	78,530
45-64.....	3,029,230	939,533	616,563	322,970	264,080	54,899	3,991	46,878
65 and over.....	1,281,061	340,916	225,200	115,716	95,355	18,582	1,779	10,073
Totals.....	10,063,713	4,398,623	2,651,661	1,746,962	1,368,934	357,541	20,487	350,461

*The estimates were derived from a twenty per cent sample of private households, except for the Northwest Territories where information on mobility status was collected from all private households.

The statistics show that of the 10,063,713 persons 20 years of age or over residing in private households in Canada at the time of the 1961 Census, 4,398,623 or 43% changed their usual place of residence within Canada at least once over the preceding five-year period. Just over 60% of these proved to be movers within the same municipality; 31% moved from one municipality to another within the same province, while 8% crossed provincial boundaries.

(b) Other Statistics on Population Mobility

During the calendar year 1966, the Family Allowance Division of the Department of National Health and Welfare recorded approximately 748,000 changes of address from 2,826,000 accounts as of the 31st December of that year. During the same period, the Old Age Security Division of the above-mentioned Department recorded some 206,000 changes of address from 1,125,000 accounts as of the 31st December of that year.

7. Use of Social Insurance Cards and Records as Means of Establishing a System of Continuous Electoral Rolls

As of October, 1967, 10,294,000 persons had obtained a social insurance card in Canada. Of that number, not all are of voting age. Persons required to obtain a social insurance number are

- (a) contributors to the Canada Pension Plan,
- (b) contributors to the Quebec Pension Plan,
- (c) members of the Canadian Armed Forces, and
- (d) recipients of Unemployment Insurance benefits.

The social insurance card in the possession of a person has upon it that person's Christian names or initials, surname, and social insurance number. The records of the department contain the address of such person as of the date he obtained that card. In the United States and in Canada, methods have been studied to keep the address record of the agencies responsible for issuing such cards up to date in relation to the current address of a person to whom such card has been issued. So far, no practicable solution has been found to achieve that end.

It is possible that in about 15 to 20 years every person of voting age may have such a card but it does not appear likely at present that the address of a person shown on the record mentioned above will correspond

to the address where the person resides at any given date. It appears now and for the foreseeable future that the only manner in which a social insurance number might be used towards the establishment of a system of Continuous Electoral Rolls in Canada would be for the identification of the elector at the polling station, provided that the elector who has a social insurance number is required to place the number on his original electoral registration card and that the number is to be shown on the official list of electors used at the polling station. The electoral registration card now in use for provincial elections in British Columbia has a space for the insertion of the social insurance number by the elector.

The social insurance card could not be used as proof of residence in the polling division where the person resides, since:

- (i) the address of that person does not appear on that person's card, and
- (ii) the records of the agency responsible for issuing the card may only show the address of the person when he was issued with such card but, if he has moved, his current address on polling day might not appear in such records.

8. British Columbia Method of Absentee Voting and Method of Voting in Doubtful Cases

(1) *Absentee Voting*

Sections 115, 117, and 118 of the Provincial Elections Act, dealing with absentee voting, read as follows:

(a) *Absentee voting at advance polling stations.*

"115. (1) For the purpose of enabling a registered voter who has reason to believe that he will be unable to attend at a polling-place on ordinary polling-day, and who is unable to attend at a place in the electoral district in which he is registered where advance-poll certificates are issued, the voter shall make an affidavit, in a form to be prescribed by the Lieutenant-Governor in Council, before the Deputy Returning Officer, declaring his inability to attend a polling-booth on the day on which the poll is held, and thereupon he is entitled to tender his vote on a special ballot-paper at any polling-booth within the Province established pursuant to subsections (1) and (2) of section 114. Upon applying for a special ballot-paper as an advance-poll voter, the voter shall be required to sign his

name, present address, and occupation in the poll-book; and any person being so required who, unless unable to write, refuses to sign in the required manner shall not receive a ballot-paper.

(2) The Deputy Returning Officer, before delivering the special ballot-paper to the voter, shall announce the name and description of the voter appearing in the affidavit on the ballot-envelope made pursuant to subsection (1), and the Deputy Returning Officer shall mark his initials in ink on the face of the stub and on the face of the counterfoil.

(3) The Deputy Returning Officer, upon delivering a special ballot-paper to a voter, shall provide him with a copy of the list of candidates and indicate therein the names of all the candidates who were nominated in the electoral district in which the person is registered as a voter.

(4) The voter shall proceed to the screened compartment and mark and fold his special ballot-paper and deliver it to the Deputy Returning Officer who shall deal with it in the manner provided in section 101, and the Deputy Returning Officer shall further deal with the matter in the manner provided in subsections (6) and (7) of section 119."

(b) *Absentee voting at ordinary polling stations.*

(i) *Absence within the same electoral district.*

"117. (1) For the purpose of exercising his franchise, any voter whose name is on the list of voters for one polling division of an electoral district, and who is absent from that polling division on the day on which the poll is held, may obtain a ballot-paper in any polling-place of the same electoral district and may record his vote in the manner provided in this section.

(2) The voter shall apply to the Deputy Returning Officer at any time between the opening and the closing of the poll, and upon his making an affidavit in the prescribed form, to be signed and sworn before the Deputy Returning Officer, the Deputy Returning Officer shall furnish to the voter an ordinary ballot-paper.

(3) After the voter has signed and sworn the affidavit that is printed upon the face of the ballot-envelope and after he has signed the poll-book pursuant to section 99, the Deputy Returning Officer shall call out the name and description of the voter, and the Deputy Returning Officer shall mark his initials in ink on the face of the stub and on the face of the counter-foil, and an entry shall be made in the poll-book and in the list of voters opposite the voter's name to denote that he has received a ballot-paper, but without showing the particular ballot-paper that he has received.

(4) The Deputy Returning Officer shall deliver to the voter the ballot-paper, and the voter shall proceed to the screened compartment and mark and fold his ballot-paper and deliver it to the Deputy Returning Officer in the manner provided in section 101, and the Deputy Returning Officer shall then place the ballot in the ballot-envelope, seal it, and deposit the ballot-envelope in the ballot-box. He shall further deal with the matter in the manner provided in section 119.

(5) Where a voter is appointed Deputy Returning Officer or Poll Clerk for a polling division other than the one in which he is registered as a voter, the Returning Officer may issue under his signature to such voter, at the time of his appointment, a certificate in the prescribed form, to be known for all purposes as a "transfer certificate," authorizing him, upon surrendering the certificate at the polling-booth, to tender his vote by ordinary ballot in the polling division in which he is employed.

(6) A registered voter who is the duly appointed scrutineer of a candidate nominated within the district, and who is to be employed as such outside his own polling division on polling-day, shall receive a transfer certificate from the Returning Officer if such certificate is requested in writing by the candidate or his agent before polling-day as hereinafter provided.

(7) The official to whom the transfer certificate is surrendered shall issue an ordinary ballot-paper to the voter named thereon, write in ink the word "cancelled" across the face of the certificate, and shall set it aside for transmission to the Returning Officer. The ballot shall, upon being marked by the voter, be placed directly in the ballot-box by the Deputy Returning Officer.

(8) A transfer certificate shall not be issued to a voter pursuant to this section unless the Returning Officer enters or causes to be entered the name of the owner upon a list to be known as the "transfer certificate list" and indicates that such certificate has been issued by writing in ink the words "transfer certificate issued" opposite the voter's name where it appears

in those copies of the list of voters that are to be used on polling-day by the poll officials in the polling division in which the voter is registered.

(9) Where a voter entitled to receive a transfer certificate pursuant to this section has not received a certificate from the Returning Officer, he shall be entitled to tender his vote in the manner provided in subsections (1) and (2), and in the affidavit on the ballot-envelope the voter shall include the following statement:—

I am employed as a _____ at the _____ Polling Division in the _____ Electoral District.

(10) Except as hereafter set forth, subsections (1) and (2) do not apply to voters whose names are on the list of voters of the Vancouver-Burrard, Vancouver Centre, Vancouver East, Vancouver-Point Grey, Victoria City, New Westminster, or Oak Bay Electoral Districts; but a voter who is registered in one of the aforementioned Electoral Districts and is employed outside his own polling division as a Deputy Returning Officer, Poll Clerk, or scrutineer in that district, and has not received a transfer certificate pursuant to subsection (5), is entitled to tender his vote in the manner provided in subsections (1) and (2), and in the affidavit on the ballot-envelope the voter shall include the following statement:—

I am employed as a _____ at the _____ Polling Division in the _____ Electoral District.

And any person who is registered as a voter in any such electoral district and who on the day of polling is a patient at a hospital within any such district at which a polling-booth has been established is entitled to tender his vote in the manner provided in subsections (1) and (2), and in the affidavit on the ballot-envelope the voter shall include the following statement:—

I am a patient at the _____ Hospital in the _____ Electoral District."

(ii) *Absence from electoral district but within province.*

"118. (1) For the purpose of exercising his franchise at any general election, any voter whose name is on the list of voters for one electoral district, and who is absent from that district on the day on which a poll is held therein, may obtain a special ballot-paper for that district in any polling-place of any other electoral district in which a poll is being held, and may record his vote in the manner provided in this section.

(2) The voter shall apply to the Deputy Returning Officer of any polling-place at any time between the opening and the closing of the poll, and upon his making an affidavit in the prescribed form, to be signed and sworn before the Deputy Returning Officer, the Deputy Returning Officer shall furnish to the voter a special ballot-paper in the manner provided in subsections (1), (2), and (3) of section 115, and the voter shall proceed to the screened compartment and mark and fold his ballot-paper in the manner provided in section 101, and the Deputy Returning Officer shall further deal with the matter in the manner provided in section 119.

(3) Where the Deputy Returning Officer is entitled to record his vote as an absent voter under this section, he may make the affidavit before the Poll Clerk at the poll at which he presides."

At a provincial general election, the time fixed for beginning the final count is not less than twelve days after the day on which the poll is held. The ballot-envelopes containing the ballot papers cast under the absentee voting provisions must reach the returning officers concerned in time for the final count in their respective electoral districts.

At the 1966 provincial general election, 19,944 ballots were cast under sections 115, 117, and 118. Of that number, 17,679 were valid and 2,265 were rejected. It appears that the main reasons for the rejections were that the voter inadvertently voted for a candidate contesting an election in an electoral district where the voter's name did not appear on the Electoral Rolls, or that he voted for more candidates than he was entitled to vote for, or that he marked his ballot paper other than with a black-lead pencil, or that he made a mark on the ballot paper by which he could be identified.

(2) Voting by Person Whose Name does not Appear on List of Voters at Polling Station

Section 80 of the Provincial Elections Act, dealing with voting by a person whose name does not appear on the list of voters at the polling station, reads as follows:

"80. Where a person claiming to be a registered voter registered under the provisions of this Act makes application for a ballot-paper at an election, and where his name does not appear on the list of voters and his original application for registration is not included with the original applications furnished under section 93, such person may apply to the Deputy Returning Officer for a ballot-envelope as prescribed in section 87, and upon his making an affidavit in the required form to be signed and sworn before the Deputy Returning Officer, the Deputy Returning Officer may furnish to the voter an ordinary ballot-paper. The voter on receiving the ballot-paper shall forthwith proceed into one of the screened

compartments, and with a black-lead pencil shall then and therein mark his ballot-paper in accordance with the provisions of section 101. He shall then fold the ballot-paper across so as to conceal the names of the candidates and the marks upon its face, but so that the numbers on the counterfoil can be seen without opening the ballot-paper, and, leaving the compartment, shall, without delay and without showing the front to anyone or so displaying the ballot-paper as to make known to any person the name of any candidate for whom he has marked his vote, hand the ballot-paper to the Deputy Returning Officer, who, by examining the numbers on the counterfoil and without unfolding the ballot-paper, shall ascertain that it is the same ballot-paper given by him to the voter, and shall then, in full view of all present, including the person who has so voted, remove the counterfoil and destroy it and place the ballot-paper in the ballot-envelope that bears the affidavit of the person so voting made before the Deputy Returning Officer, and shall seal the ballot-envelope and endorse thereon the words "voted under section 80" and place it in the ballot-box. The Deputy Returning Officer shall also endorse the words "voted under section 80" on the stub of the ballot so issued and opposite to the person's signature in the poll-book kept under section 99."

At the 1966 provincial general election, 17,969 ballot-envelopes remained unopened at the final count, practically all because persons voting under section 80 were subsequently found to be not registered on the Roll for the electoral district. However, some remained unopened because the affidavit was incomplete, or the envelope which contained the ballot was not signed by the voter or by the deputy returning officer, or of an incorrect address, etc.

The primary purpose of the provisions of section 80 was to permit the voting of a person whose name was inadvertently left off the Rolls. It appears that now it is used by those who do not register, resulting in a large number of unopened ballot-envelopes.

A total of 3,621 envelopes containing ballots cast under the procedure set forth in section 80 were opened. Of that number, 3,233 were valid and 388 were rejected.

9. Absentee Voting in Canada (1935)

(a) A modified method of absentee voting was introduced by sections 99 to 105 of The Dominion Elections Act, 1934. To be entitled to an absentee vote, the voter had to comply with the following requirements:

- (i) his regular occupation on polling day was that of a fisherman, lumberman, miner or sailor; (The statutory definitions of fishermen, lumbermen, miners and sailors were quite broad. In a general sense, anybody who was engaged in or

about any of the processes of the industries of fishing, lumbering or mining was, for the purpose in hand, a fisherman, lumberman or miner, but to be a sailor a person had to be employed in some capacity on board a ship or vessel.)

- (ii) he was actually engaged or employed on polling day as such within the boundaries of the polling division for which was established the polling station where he applied to vote as an absentee voter;

- (iii) his name was registered on the list of electors of a polling division of an electoral district which was contained within the same province as contained the polling division wherein, on polling day, he applied to vote as an absentee voter; and
- (iv) he was not less than twenty-five miles from his home polling station, that is, from the polling station in the same province where he would be entitled to vote if he were there present on polling day.

(b) The manner of polling an absentee vote was:

- (i) the absentee voter applied to the deputy returning officer at the polling station nearest to the place (within the boundaries of the polling division for which that polling station was established) where, on polling day, he was temporarily engaged or employed;
- (ii) the particulars relating to the applicant absentee voter were entered by the poll clerk in the appropriate columns of the Record of Absentee Voters, after which the deputy returning officer required the applicant to subscribe to an affidavit (printed on the back of the absentee voter's ballot) in proof of the fact that he was registered as an elector in the same province as that wherein he applied to vote as an absentee voter. The affidavit also identified the voter's electoral district, his place of residence and his occupation;
- (iii) the deputy returning officer was supplied with a list of the candidates nominated in all electoral districts in the same province as that wherein he was acting. Having discovered from the affidavit the name of the electoral district in which the absentee voter wanted to have his vote applied, the deputy returning officer prepared the ballot paper for the voter by writing with ink on its counterfoil the name of that electoral district, and, in the body of the ballot, the names, residences and occupations of the candidates nominated in that electoral district;
- (iv) the deputy returning officer, before delivering the ballot to the voter, folded and sealed it with the special seal provided for that purpose, in such manner that the voter's name and signature, as written in the affidavit, were hidden;

- (v) the voter marked and folded the ballot in the ordinary way and returned it to the deputy returning officer, who, without removing the counterfoil, deposited it, in the presence of the voter, in the ballot box along with the ordinary ballots;
- (vi) on the counting of the ballots, after the close of the poll, the deputy returning officer separated the absentee voters' ballots from the ordinary ballots. At this stage, the voter's name and signature on the back of the ballot were still concealed, in the manner described in (iv). The deputy returning officer left it that way. The counterfoil was not detached from the ballot. The deputy returning officer did, however, unfold and examine that part of the ballot paper which showed the name of the electoral district, the names of the candidates and the mark made by the voter on the ballot;
- (vii) the deputy returning officer segregated the absentee voters' ballots cast and classified them according to their proper electoral district, then counted the number of absentee voters' ballots cast for each candidate in each of the electoral districts, and prepared a General List of Absentee Voters' Ballots Cast, showing the number of absentee voters' ballots cast at his polling station for each candidate in each electoral district;
- (viii) the General List referred to in (vii) was sent to the deputy returning officer's own returning officer, in its proper envelope within the ballot box, and a copy was furnished to any candidate or his agent, who, being present at the close of the poll, applied for the same. The deputy returning officer then refolded the absentee voters' ballots so as not to disclose how they had been marked and placed them in separate envelopes marked "Absentee Voters' Ballots", together with a copy of a partial list of absentee voters' ballots cast prepared for each applicable electoral district. He then securely sealed each envelope and forwarded it by registered mail to the respective returning officers. Deputy returning officers were furnished with the names and post office addresses of all returning officers in their respective provinces;

- (ix) the deputy returning officer was not authorized to reject any absentee voter's ballot. If he was unable for any reason to count a ballot for a particular candidate, he classified that ballot as doubtful and on the flap of it he wrote "Not Counted". The returning officer concerned passed upon the countable character of the ballots;
- (x) once the absentee voters' ballots had been despatched to the various returning officers in the province, the Record of Absentee Voters, mentioned in (ii), was certified to by the deputy returning officer and the poll clerk and forwarded in a special envelope in the ballot box to the returning officer of their electoral district. This constituted the only record of the absentee voters' ballots polled at the deputy returning officer's polling station;
- (xi) the returning officer, before the absentee voter's ballot was finally counted, unfolded the ballot and without disclosing and without looking himself to see how the ballot was marked by the voter, opened that portion of the absentee voter's ballot containing the affidavit of the voter. After having examined the affidavit and having established that it was signed by the deponent and by the deputy returning officer before whom it was sworn, that the deponent was a voter whose name appeared on the list of voters for the polling division indicated in the affidavit, and that no person had voted as such voter at the poll held in the polling division, the returning officer detached that portion of the ballot containing the names of the candidates from the counterfoil, which was destroyed, and put the ballot without being opened into a ballot box to be used for the purpose of counting absentee voters' ballots.

(c) The Chief Electoral Officer, in his Report to the Speaker of the House of Commons on February 3, 1936, had this to say in regard to absentee voting:

"4. I was also called upon, on many occasions, to express an opinion with regard to absentee voting. This is the first

time that there has been absentee voting at a Dominion election. The procedure appeared to be most complicated to election officers and political workers. The right to vote as an absentee voter is limited to four classes of persons, namely: fishermen, lumbermen, miners and sailors actually engaged or employed in any of these occupations on polling day at a distance of not less than twenty-five miles from their ordinary polling stations and in the same province. This limitation gave rise to a lot of dissatisfaction and misunderstanding in most electoral districts and the application of the absentee voting provisions complicated to a great extent the duties of the election officers, which were already intricate enough. Absentee voting was not resorted to to a great extent. There were only 5,334 absentee voters' ballots cast in the whole of Canada on polling day. Of this number 1,533 ballots were rejected, leaving only 3,801 valid ballots. Furthermore, the absentee voting procedure was the cause of a considerable increase in the cost of the holding of the General Election. In the first place, a large number of blank forms, ballots, etc., had to be printed to supply each polling station with a certain number. This printing cost upwards of \$16,000. In the second place, a list of the names, addresses and occupations of the candidates nominated in each province had to be furnished to each polling station. Except in the Province of Saskatchewan, where there is an interval of two weeks between nomination and polling days in every electoral district, this list could not be printed until after the close of nomination on the seventh day before polling day. For obvious reasons, the list was printed in four different places in the western provinces and it was printed in Ottawa only for the provinces of Ontario, Quebec, Nova Scotia, New Brunswick and Prince Edward Island. The delivery of these lists of candidates necessitated the use of aeroplanes in several electoral districts and it also made it necessary to deliver the ballot boxes by messengers in most rural polling divisions at great cost. Otherwise, most of these boxes would have been sent by mail at parcel post rates. The cost of the application of the absentee voting provisions is not yet available, but it is estimated that it will be close to a quarter of a million dollars. In my opinion, therefore, the result of the last general election shows that absentee voting is a costly, ineffective and complicated procedure which should not be resorted to at any future Dominion election."

(d) The House of Commons Special Committee on Elections and Franchise Acts recommended in 1937 that absentee voting be abolished. The Dominion Elections Act, 1934, was amended in 1936 (1 Edward VIII, Chapter 35) in regard to by-elections; and sections 99 to 105 relating to absentee voting were at the same time repealed.

P A R T

II

Development of Australian Systems of
Continuous Electoral Rolls,
Absent Voting, and Postal Voting

1. History of Electoral Rolls

The Constitution Act of 1900 brought the Commonwealth of Australia into existence on January 1, 1901; prior to 1901 Australia comprised a number of separate Crown Colonies. The Act provides that the legislative power of the Commonwealth shall be vested in a Federal Parliament which shall consist of the Sovereign, a Senate¹ and a House of Representatives.¹ The Constitution Act also makes provision for the number of Members of Parliament.

In 1901 no machinery existed for electing the Members of the Federal Parliament, so the first Commonwealth Elections were conducted by and under the laws of the respective States. In New South Wales, Victoria, Queensland and Western Australia, the Members of the House of Representatives were chosen for specific Electoral Divisions,¹ but in South Australia and Tasmania each State polled as one electorate for the required number of members. The franchise differed with States: women voted in South Australia and Western Australia, while in the other States they were not enfranchised.

The first Commonwealth Parliament comprised 36 Senators (6 from each State) and 75 Members of the House of Representatives (New South Wales 26, Victoria 23, Queensland 9, South Australia 7, Western Australia 5 and Tasmania 5) and first met on May 9, 1901. It passed in 1902 the Commonwealth Franchise Act, providing adult suffrage for Commonwealth Elections, and then the Commonwealth Electoral Act, establishing the Commonwealth Electoral Administration and the necessary machinery for the conduct of Federal Elections, including the compilation of Commonwealth Electoral Rolls.

Under the system thus established, a separate Roll¹ was prepared for each Electoral Division and the Roll for each Electoral Division was divided according to Polling Places.¹ The Commonwealth Electoral Officer for the State (a federal official) reported to the Minister for Home Affairs specifying what Polling Places were required for each Electoral Division to meet the public convenience. The Governor-General created and abolished Polling Places by proclamation and, in the case of abolition, could direct at which place the electors concerned could vote.

The boundaries of the Polling Place areas¹ were determined by the Commonwealth Electoral Officer for the State. The names of the electors living within those boundaries were grouped together, by electoral office staff, and eventually formed the Electoral Roll for the Polling Place. All persons qualified to vote at any Sen-

ate or House of Representatives Election (i.e., every person, being a British subject, resident in Australia for six months continuously and not under twenty-one years of age) was entitled to be enrolled for the Electoral Division in which he lived.

Preliminary lists of electors were compiled (mainly from the results of a Police canvass), printed and publicly exhibited for a period of thirty days. At the expiration of the thirty days' exhibition period the Divisional Returning Officer² (the equivalent of a Canadian returning officer), by advertisement in newspapers circulating in the Electoral Division, gave thirty days' notice of the holding of the Special Court of Revision, the times and places of sittings, and the lists which would be revised at the sittings. Any person could object, in writing, to the name of an elector being retained on the preliminary lists of electors on the grounds that the elector was not qualified for enrolment. In such a case, the person objected to was summoned to appear before the Special Court of Revision to answer the objection.

The Special Court of Revision comprised the Divisional Returning Officer, together with

- (a) a Police, Stipendiary or Special Magistrate; or
- (b) two or more Justices of the Peace authorized by the Governor-General to sit as members of the Special Court of Revision.

The Special Court of Revision revised the lists by:

- (1) striking out the names of the persons shown to be dead, not qualified or not resident within the Electoral Division,
- (2) adding the names of all persons shown to be qualified, and
- (3) correcting mistakes and supplying omissions.

A copy of the list of persons qualified to have their names placed upon an Electoral Roll for a Polling Place was forwarded to the Electoral Registrar² for that Polling Place. Any person entitled to have his name on the Electoral Roll for an Electoral Division could claim to have his name placed on the Electoral Roll for any Polling Place of that Electoral Division. Divisional Returning Officers and Electoral Registrars could also, without a claim being received, place the names of persons qualified for enrolment on the Electoral Roll for the Electoral Division, and strike off therefrom the names of deceased persons. The

¹ For definition, see Appendix 2.

² For definition, see Appendix 2.

revised lists then constituted the Electoral Roll for the Electoral Division, and were further revised by Revision Courts held at such times and places as were fixed by proclamation. Any person could object in writing to any name being retained on the Electoral Roll on the grounds that the person named was not qualified to be enrolled or did not live in the Electoral Division. The objection had to be lodged with the Clerk of the Revision Court at least twenty days before the sitting of the Revision Court; and the Clerk of the Revision Court summoned the person objected to to appear and answer the objection.

This early system of Roll compilation was cumbersome and did not work satisfactorily. Experience demonstrated that the holding of Revision Courts at fixed intervals for determining objections to the retention of names served no good purpose; it was not only costly, but also caused undue delay in the printing and issuing of Rolls. There were many complaints following the elections held in December 1903, and a Select Committee of the House of Representatives was appointed in May 1904 to investigate and report upon the administration of the Commonwealth Electoral Act. The report was presented to Parliament on October 28, 1904.

Among other things the Committee reported that many omissions of names undoubtedly occurred and were due to inadvertence in collection, error in the compilation and revision of the Rolls, and failure on the part of the elector to appear before the Revision Court after objection taken of change of residence. The Committee agreed that in many instances the defective grouping of electors around Polling Places had caused great inconvenience, and advocated that the location of Polling Places be given the fullest publicity so that electors would be able to communicate with the Divisional Returning Officer in relation to their convenient enrolment. The need for periodical revision of the Rolls by use of Police, letter carriers, and information obtained from Statistical and Electoral Officers of the States, was commented upon.

The Committee came to the conclusion that the Commonwealth Electoral Act had met with strong approval but that in certain respects there was need of amendment to secure more efficient administration. In relation to Part VI of the Act, dealing with Additions to Rolls, and Transfers and Alterations of Rolls, the Committee reported:

"The evidence discloses that under the existing law Roll stuffing may be resorted to. It would appear that the Electoral Registrar is bound to receive any claim signed by a claimant. Instances were cited of persons who had been resident for

less than one week in an Electoral Division having been induced by an agent to sign claims. Subsequent investigation proved that these persons were enrolled elsewhere and were not entitled to vote in the Electoral Division for which they had submitted claims for enrolment. It is recommended that each claim should be witnessed by an elector for the Electoral Division; and that it be made an offence to witness any such claim without due inquiry on the part of the witness as to the qualification of the elector. The proposal of the Conference of Electoral Officers to permit applications to transfer to be sent to Electoral Registrars as well as to Divisional Returning Officers is approved, but these applications should continue to be signed in the presence of a witness. The question of the methods of adding new names to the Roll requires early consideration. The proposed new Clause 60A is approved of—

"The Commonwealth Electoral Registrar shall note on each application received by him the date of its receipt, and shall register it by placing the elector's name on the Roll for the Polling Place, and shall forthwith despatch it to his Divisional Returning Officer."

Your Committee, upon the evidence, would strongly recommend a clause enabling the Chief Electoral Officer and the Commonwealth Electoral Officers of the States to call upon public officers of the Commonwealth and the States to give such information as may be necessary for the revision of the Rolls. The proposed Clause 66A would be sufficient:

"All officers in the service of the Commonwealth, and all police, statistical, and electoral officers in the service of any State or local governing body, are hereby authorized and required to furnish to the Chief Electoral Officer of the Commonwealth and the Commonwealth Electoral Officer for the State all such information as he requires to enable him to prepare or revise the Rolls."

Subsequently, in 1905, the Commonwealth Electoral Act was changed materially, particularly by repealing the provisions relating to Revision Courts, and substituting clauses which in effect transferred the responsibility for the revision of the Rolls directly to the Electoral Administration.

The Act as amended provided that the Governor-General could, in any case in which he thought fit to do so, divide any Electoral Division into Subdivisions³ by proclamation, and that the Minister³ could, by notice in the Gazette, establish a Polling Place area for any Polling Place and fix its boundaries. With provision now made for Electoral Divisions to be divided into Subdivisions or Polling Place areas, the Electoral Rolls could be prepared on either a subdivisional or Polling Place basis.

The qualifications for enrolment were unchanged, but where an Electoral Division was divided into Subdivisions an elector could have his name placed only on the Electoral Roll for the Subdivision in which he lived. However, if the Electoral Roll was prepared on

³ For definition, see Appendix 2.

a Polling Place basis, the elector, unless the regulations prescribed otherwise, could have his name placed on any one Polling Place Roll⁴ for the Electoral Division in which he lived. Since 1908, Commonwealth Electoral Rolls have been prepared and maintained on a subdivisional basis.

Names could be added to the Electoral Rolls pursuant to new claims or applications to transfer. The Electoral Registrar had statutory authority to alter the Electoral Roll by correcting any obvious mistake or omission, by striking out the names of dead persons, and by reinstating the names of persons struck out in mistake for dead persons. In addition, the Divisional Returning Officer had statutory authority to add the names of any persons he was satisfied were entitled to enrolment. The Registrar General of Deaths in each State was required to forward to each Divisional Returning Officer a quarterly statement of all persons, of twenty-one years of age or older, whose death had been registered in the Electoral Division during the preceding three months. Provision was again made for the lodging of objections to the retention of any name on the Electoral Roll. However, the objection was determined by the Divisional Returning Officer instead of the Revision Court. Any appeal against the decision of the Divisional Returning Officer was heard in a Court of Summary Jurisdiction.

The Governor-General was empowered to arrange with the Governor of a State for the preparation, alteration, and revision of the Electoral Rolls jointly by the Commonwealth and the State so that the Electoral Rolls could be used for State as well as for Commonwealth Elections. By 1908 the Electoral Divisions in all States had been divided into Subdivisions with prescribed boundaries. This cleared the way for the establishment of Joint Rolls and the first arrangement was completed between the Governor-General and the Governor of the State of Tasmania on December 14, 1908. Similar arrangements were entered into with South Australia in 1920, Victoria in 1924, and New South Wales in 1927. Queensland and Western Australia to this day maintain their own electoral organizations, although there is a marked degree of co-operation among the various authorities.

Up to 1911, enrolment on Commonwealth Electoral Rolls was voluntary, although both the Electoral Administration and the political organizations made every effort to secure the enrolment of qualified persons.

However, in 1911 compulsory enrolment provisions were embodied in the Commonwealth Electoral laws. Although the names of persons already enrolled stood, the introduction of compulsory enrolment necessitated complete revision of the existing Electoral Rolls and the collection of a Claim for enrolment from every person not under 21 years of age. During 1912, claims for enrolment (claim cards) were collected by the Police, who made a house-to-house canvass. Eventually, with considerable difficulty and some delay, claim cards were obtained from almost every elector who was entitled to enrolment. After processing, the claim cards were filed in alphabetical order in the capital city of each State. In order to make up a complete index, temporary cards (of a distinctive colour) were placed in the index to represent electors from whom properly completed claim cards had not been obtained. The temporary claim cards were withdrawn from the index on receipt of the properly completed cards. The claim card index, filed in the capital city of each State, has become the chief means for preventing the duplication of the registration of electors, which could otherwise occur should an elector, when completing a claim for a new address, fail to report that he is already enrolled for another address. The procedure will not reveal where electors are enrolled in more than one State, and it is left to the Habitation Review system, discussed at pages 44 to 46, to discover such cases.

The Royal Commission on the Commonwealth Electoral Law and Administration, in its report dated July 3, 1915, commented:

"Since its inception, the card index system has been the means of enabling the Electoral Department to adjust approximately 300,000 enrolments, which would otherwise have been duplicated."

Originally, there was an Electoral Registrar for each Polling Place or Subdivision. The Electoral Registrars and the Divisional Returning Officers had been either Commonwealth or State public servants, mainly postal officials doing electoral work in addition to their other duties, for which they were paid a fee. In 1914, Divisional Returning Officers were appointed within the Electoral Branch of the Department of Home Affairs.⁵ Such officers were then appointed as the Electoral Registrars (with a few exceptions) for all the Subdivisions of their Electoral Divisions and the maintenance of the Electoral Rolls has since that time been entrusted to them. At the present time, the Divisional

⁴ For definition, see Appendix 2.

⁵ For definition, see Appendix 2.

Returning Officers keep the Rolls for all Subdivisions of their respective Electoral Divisions with the exception of a few outlying Subdivisions in the northwest of the Electoral Division of Kalgoorlie in Western Australia, in which outlying Subdivisions, outside Electoral

Registrars, usually postal officials, are appointed to keep the Rolls. It might be noted that the Electoral Division of Kalgoorlie covers some 898,000 square miles, approximately 92% of the area of Western Australia.

2. Qualification of Electors and Rules of Residence

Subject to certain disqualifications, set out in Section 39 of the Commonwealth Electoral Act 1918-1966, all persons, not under twenty-one years of age,

- (a) who have lived in Australia for six months continuously, and
- (b) who are British subjects,

are entitled to enrolment. The Commonwealth Electoral Act further provides that any person qualified for enrolment who lives in a Subdivision and has so lived for a period of one month shall be entitled to have his name placed on the Electoral Roll for that Subdivision.

The compulsory enrolment provisions, which have operated since 1911, require all persons entitled to enrolment to claim enrolment or transfer of enrolment (if already enrolled) within twenty-one days of becom-

ing entitled thereto. Similarly, every person who changes his place of living from one address in the Subdivision to another address in the same Subdivision must, within twenty-one days of making the change, notify the Electoral Registrar for the Subdivision of the new address. While nowadays almost everyone is aware of the compulsory enrolment provisions of the law, some persons, usually due to apathy or forgetfulness, neglect to adjust their enrolment until their attention is drawn to the requirements of the law by the Electoral Administration.

The enrolment as of January, 1966, was 6,011,034. During 1966, the number of names added to and removed from the Roll and the number of alterations to particulars in the Roll totalled 1,549,767. Notices alleging contravention of the compulsory enrolment provisions of the law were forwarded to 16,645 persons.

3. Administration of System of Continuous Electoral Rolls

The Commonwealth Electoral Act provides that there shall be a Chief Electoral Officer for the Commonwealth, a Commonwealth Electoral Officer for each State, a Divisional Returning Officer for each Electoral Division and an Electoral Registrar may be appointed to keep the Rolls for specified Subdivisions. Electoral Registrars have been appointed for seven outlying Subdivisions of the Electoral Division of Kalgoorlie. In addition to the Returning Officer for the Northern Territory at Darwin, there is an Electoral Registrar at Alice Springs.

The Commonwealth Electoral Branch of the Department of the Interior thus comprises:

- (a) the Chief Electoral Officer, who is responsible to the Minister for the Interior for the admin-

istration of the Electoral laws throughout the Commonwealth,

- (b) a Commonwealth Electoral Officer for each of the six States, who, subject to the direction of the Chief Electoral Officer, is the principal executive Electoral Officer in the State,
- (c) a Divisional Returning Officer for each of the Electoral Divisions of the States, who, subject to the control and direction of the Commonwealth Electoral Officer for the State, gives effect to the Electoral and Referendum Acts and Regulations within and for his own Division,
- (d) a Returning Officer for the Australian Capital Territory, and
- (e) a Returning Officer for the Northern Territory.

The Chief Electoral Officer, the Commonwealth Electoral Officers, the Divisional Returning Officers, the Returning Officers and ancillary staff (143 Clerks and 45 Indexers, Typists and Clerical Staff) are permanent officers of the Commonwealth Public Service

solely employed in the administration of the Electoral laws and in such other official duties as are imposed upon them. The Commonwealth Electoral Officer for Tasmania has a dual function; he is also the Chief Property Officer for Tasmania.

4. Method of Reproducing Electoral Rolls

The Commonwealth Electoral Act provides that there shall be a Roll of Electors for each State and a separate Roll for each Electoral Division and for each Subdivision. The subdivisional Rolls are grouped together to form the Roll for an Electoral Division and the Rolls for all the Electoral Divisions together form a Roll for the State. Each official subdivisional Electoral Roll is kept in the form of an interleaved Roll, which is a printed Roll, with blank interleaves to provide for any new enrolments that take place.

The Electoral Roll is a continuous document updated day by day. When a print is made it is not a new Roll, but a reprint of the existing Continuous Roll. A new Roll may be prepared under the provisions of the Commonwealth Electoral Act, whenever directed by proclamation. However, a new Roll is required only after a redistribution, when the boundaries of an Electoral Division are altered and a new Roll is required to serve the new Electoral Division. A proclamation is issued and new Rolls prepared, but such Rolls are really the old Rolls revised to suit the new boundaries. The Electoral Rolls are printed by the Government Printer in each of the States except Queensland, where the printing is carried out by commercial printers under contract. The letter-press method, which involves the storage of hundreds of tons of type metal, is employed. The type is kept standing between prints and is brought up to date by the Government Printers when copy for the print is submitted by the Electoral Office. A reprint of the Roll takes up to six months to complete in the large States.

In accordance with the Commonwealth Electoral Act, Electoral Rolls may be printed whenever the Minister so directs, and while no statutory time is laid down for their printing, normal practice is to have a new print completed in the early part of the year in which an election must be held, with one print in the period between elections. To meet the requirements of the State authorities under the Joint Rolls agreements, it is sometimes necessary to print the Roll for a single State. The printing of the Rolls in 1963 commenced over the period January to March with the print being completed during June-July; and the election was held in November. Since the State of Victoria held the state elections in June 1964, it was necessary to print again the Roll for that State; the time-table for the printing closely followed that of 1963.

Because of the time taken to print the Rolls, it is not possible to have them printed as at the issue of the Writ for an election; and it is therefore necessary to prepare and print Supplemental Rolls immediately after the issue of the Writ for an election, setting out the additions made since the latest print of the Rolls.

In accordance with Section 45 of the Commonwealth Electoral Act, the Rolls for an election close at six o'clock in the afternoon of the day of the issue of the Writ. Since 1931, the period between the dates of the issue of the Writs and polling day has varied from 21 to 40 days. Registration is not resumed until after polling day.

5. Calendar of Dates Pertaining to Printing of Electoral Rolls

The "copy" for the printing of Supplemental Rolls is, in the main, delivered to the Government Printer within twenty-four hours of the closing of the Rolls and the printing and delivery completed in approximately 14 days. The time-table for the 1963 elections

was: Issue of Writ (and close of Rolls), November 1, 1963; Nomination Day, November 8, 1963; delivery of newly printed Supplemental Rolls to Divisional Returning Officers, November 15 to 17, 1963; Polling Day, November 30, 1963.

Elections in Australia are held on the dissolution or expiry of either or both Houses of Parliament (Sections 5, 7, 28 and 57 of the Constitution Act). Before any dates are announced there is generally some consultation with the Chief Electoral Officer because the Electoral Administration must have time to man and equip some 10,000 Polling Places.

The statutory periods governing elections are:

Issue of Writ: within ten days of expiry or proclamation of the dissolution (Sections 12 and 32 of the Constitution Act).

Nomination Day: seven to twenty-one days after Issue of Writ (Section 62 of the Commonwealth Electoral Act).

Polling Day: seven to thirty days after Nomination Day (Section 63 of the Commonwealth Electoral Act).

Return of Writ: not more than ninety days after Issue of Writ (Section 65 of the Commonwealth Electoral Act).

As provided by Section 64 of the Commonwealth Electoral Act, Polling Day is always a Saturday.

A table showing the dates fixed for all phases of elections held since 1931 and the number of days separating such phases is attached as Appendix 3.

Between 700 and 800 copies of each Roll (Principal and Supplemental) are printed, and the total costs in the case of a print of the Principal Roll is approximately \$506,400.⁶ Because of the operation of the Joint Rolls agreement in four of the six States, the cost to the Commonwealth would be approximately \$319,200, with the remainder being met by the States. Similarly, the Commonwealth's share of the cost of the Supplemental Rolls would approximate \$50,400, with the States' share being \$25,764.

6. Procedure of Registration of Electors and Revision of Electoral Rolls

Prior to 1911, names were entered on the Electoral Roll by means of a Police canvass as well as by individual Electoral Claims being lodged by the electors. With the introduction of compulsory enrolment in that year, responsibility for enrolment was placed directly upon the elector, and only those persons who sign an Electoral Claim in which they make a declaration of qualification, which is witnessed by an elector or a person qualified to be an elector of the Commonwealth, are enrolled. Electoral Claims (Appendix 4) are available from all Post Offices and Electoral Offices throughout the Country.

Provision is made in the Electoral Claim for the claimant to state his surname, his Christian names in full, his place of living, his occupation, sex, date and year of birth, and place of birth. In the case of a woman who has married since her last enrolment, her former surname must be stated. Provision is also made for the claimant to state particulars of his previous enrolment, when the new claim is consequent upon a change in his place of living. In signing the claim, the claimant declares that the statements made therein are true. The claimant's signature must be witnessed by an elector or a person qualified to be an elector of the Commonwealth, who must certify that he has seen the claimant sign the claim and that he knows or has satisfied himself that the statements contained in the claim are true. The penalty for knowingly making any false

statement in any claim is imprisonment not exceeding two years, and the penalty on a witness for failure to comply with the requirements of the law is a fine of \$100.⁷

A claim card envelope (Appendix 5), addressed to the Electoral Registrar, is issued with each Electoral Claim. The qualifications and disqualifications for enrolment are set out on the back of the claim card envelopes, so that a person obtaining an Electoral Claim from a Post Office, or an Electoral Office, may understand what is required of him.

Upon receipt by the Electoral Registrar, a claim is checked for validity and, if in order, a form "Acknowledgment of Receipt of Electoral Claim" (Appendix 6) is forwarded by post to the elector concerned. If the claimant indicates that he was previously enrolled for another Subdivision, a further form "Notification of Transfer of Enrolment" (Appendix 7) is prepared and posted to the Electoral Registrar for the Subdivision in which the claimant was previously enrolled requesting that the name be removed from that Subdivisional Roll. The claimant is then enrolled by entering his name in the appropriate interleaved page of the Official Roll. Each entry in the Official Roll,⁸ whether by way of addition, deletion or alteration, is annotated, showing

⁶ All references to dollars, unless otherwise noted, are to Canadian currency.

⁷ Australian currency.

⁸ For definition, see Appendix 2.

the reason therefor and the date, and the initials of the officer making the entry.

In addition to the two forms mentioned in the preceding paragraph, the Electoral and Referendum Regulations, when dealing with the handling of claims, prescribe the following forms:

(a) *Notification to Claimant of Reference of Electoral Claim (Appendix 8)*

Used by the Electoral Registrar to notify the claimant that he is not satisfied the claimant is entitled to enrolment, and that the claim has been referred to the Divisional Returning Officer of whose decision the claimant will be duly notified. Since the Divisional Returning Officers fill practically all the positions of Electoral Registrars, that form is seldom used.

(b) *Notification to Claimant of Rejection of Electoral Claim (Appendix 9)*

Used by the Electoral Registrar to notify the claimant that his claim for enrolment has been rejected by the Divisional Returning Officer, and the reason therefor. It further notifies the claimant that if he is aggrieved by the decision he is entitled, within one calendar month, to appeal to a Court of Summary Jurisdiction for an order directing that his name be added to the Roll.

(c) *Notification to Claimant of Formal Defect in Electoral Claim (Appendix 10)*

Used by the Electoral Registrar to notify the claimant that his claim is defective, and the reason therefor. The claim is returned for correction, or a fresh claim is forwarded for completion, whichever is appropriate.

After enrolment action has been taken, that is, the name written into the Official Roll, the information is transcribed onto the Habitation Card (Appendix 11) used in respect of cities and large provincial towns; the claims are then forwarded, at weekly intervals, to the Commonwealth Electoral Officer who files in alphabetical order all the claims for his State. When the claim is received, it is placed in its proper order and if it is found that the elector is already enrolled (the personal particulars and signature of the claimant and the address being identical) the old claim is withdrawn and the new one inserted in its place. A considerable number of persons fail to state the particulars of their previous enrolment, invariably through carelessness or ignorance rather than through any dishonest motives, and such cases are discovered when the new claims are

being filed in the Index. When this occurs, the Commonwealth Electoral Officer issues a certificate (Appendix 12) authorizing the removal of the name from the Roll for the Subdivision in which the elector has ceased to be entitled to enrolment, and specifies the Subdivision and Electoral Division for which the elector has now enrolled.

An alteration to the particulars of the enrolment of an elector may be made on the written application of the elector, although it is desirable and more convenient that the advice be contained in the form of a newly completed claim from the elector. The submission of a fresh claim facilitates the work of the Electoral Administration, since an advice by letter necessitates an alteration to the old claim, whereas the submission of a fresh claim means that the card index receives an updated claim bearing the signature of the elector.

The Electoral Registrar may otherwise alter the Roll only by:

- (a) correcting any mistake or omission,
- (b) removing the name of any deceased elector,
- (c) removing the name of any elector upon the certificate of the Commonwealth Electoral Officer, or
- (d) reinstating any name removed by mistake.

To remove a name from the Electoral Roll on any ground other than those mentioned in (b) and (c), it is necessary that a notice of objection in writing (Appendix 13) be lodged with or made by the Divisional Returning Officer. Most objections are made on the grounds that the electors do not live within the Subdivisions for which they are enrolled and the objections are invariably lodged by the Electoral Registrar from information he has received as a result of a review of the Habitation Index (pages 44 to 46) or from Electoral Agents (page 45) or from some other source. The Divisional Returning Officer notifies the elector concerned that the objection has been lodged and states the grounds of the objection. The elector is allowed twenty days to answer the objection either orally or in writing. Before determining an objection, the Divisional Returning Officer may make such enquiries as he thinks necessary to ascertain the facts. Upon determining an objection, the Divisional Returning Officer, if he has received a reply to the notice of objection, notifies the elector of his decision. If the elector is aggrieved by the decision, he may appeal against the decision to a Court of Summary Jurisdiction. (For form of notification, see Appendix 14.)

7. History of Methods and Aids Used to Keep Continuous Electoral Rolls Up to Date

The foundation of a good electoral system is obviously an accurate Roll, and the achievement of this objective always presents great difficulty to the Electoral Administration, because of the transient nature of the population and a franchise which embraces practically every adult in the community. The Commonwealth Electoral Administration aims at keeping the Rolls in a continuous condition of efficiency to meet the requirements of by-elections, general elections and referendums. While the whole Commonwealth enrolment procedure is designed to achieve up-to-date Rolls, it has been found that additional aids and methods, necessarily requiring a large amount of time and labour, have to be adopted. Advice relating to deaths and marriages of adults, to persons convicted for periods longer than one year, and to persons granted naturalization, is obtained from time to time from the appropriate official source and utilized as circumstances require.

The statement of duties relating to the position of Divisional Returning Officer includes the effective exploitation of all reliable and available sources of information with a view to ensuring efficient and up-to-date Rolls. Despite such aids, the most effective means of keeping the Rolls up to date has been found to be the periodical review of the Habitation Index and the Electoral Agency system.

The Habitation Index is an arrangement whereby in the cities and large towns, a card is prepared for each habitation, excluding residential hotels, colleges, hospitals, etc., to contain the names of electors enrolled in respect of the habitation. Up to 1917, information for the compilation and maintenance of Electoral Rolls had been collected mainly by means of house-to-house canvass conducted by the Police. The State Governments, under whose authority the Police function, were opposed to the Commonwealth Electoral Office having the services of the Police, on the grounds that they were required for police duties rather than the preparation of Electoral Rolls. It took at least two months for the Police to collect the names for a Roll; therefore, if a Roll was required by both Commonwealth and State in the same year, a considerable number of the Police Force would be occupied for four months or more, to the detriment of ordinary police duties.

Consequently an arrangement was made in 1917 between the Minister for the Interior, the Postmaster-

General and the Amalgamated Postal Workers Union, whereby postmen would furnish the Divisional Returning Officer with the names of persons who came to their district and of those who left or who were no longer qualified for enrolment. Each postman was provided with a set of cards, called Habitation Cards. Each set contained a card for every habitation in his delivery round, on which card he entered the names of all persons entitled to be enrolled in respect of that habitation, the names of persons who came to live at that habitation, the names of those who left and, where it was possible to do so, the address to which they had gone. The Habitation Cards were usually called in by the Divisional Returning Officers at intervals of about three months.

In the early years of the operation of the arrangement, postmen generally handed mail to householders at the door and were thus able to gather the required electoral information with comparative ease. Later, in 1923, following the introduction of regulations of the Postal Department requiring householders to provide letter-boxes at the entrance to their property, postmen were required to cover more extensive rounds with less time and little opportunity to contact residents personally. As postmen were not permitted to carry out the review or noting of the Habitation Cards during their official hours, what apparently happened was that the postmen took home the Habitation Cards and noted them haphazardly from their "beat books" or memorized knowledge of arrivals and departures. This meant that a vast amount of valuable information was missed, and the Electoral Administration could no longer rely on such a system as the main means of ensuring the maintenance of accurate and effective Rolls.

In June 1946, following a plebiscite of its postmen members, the Union gave notice of its desire to terminate the arrangement on the grounds that remuneration for the collection of electoral information was inadequate for the work required. When, following discussions, no agreement was reached, the Electoral Administration was left with two choices:

- (a) to create positions in Divisional Returning Officers' Offices and appoint permanent officers within the Public Service to carry out the required duties, or
- (b) to endeavour to secure persons from outside the Public Service to undertake the work.

Many Electoral Officers considered the appointment of permanent Review Officers to be a logical development of compulsory enrolment and the only certain way of ensuring the desired standard of Roll maintenance. It was thought that information gathered by the permanent Review Officers would be more specific and reliable, and that permanent Review Officers directly contacting householders would tend to establish in the

minds of electors a greater awareness of their electoral responsibilities, with beneficial results. A recommendation of the Chief Electoral Officer, that permanent officers within the Public Service be appointed, was not approved, and the Electoral Administration adopted the present system of employing casual labour to carry out the review of Habitation Cards. These persons are called Review Officers.

8. Present Method of Keeping Electoral Rolls Up to Date

In order to keep the Rolls as up to date as possible, the Electoral Administration aims to effect one complete review of habitations every twelve months.

Approval to commence the review is given by the Chief Electoral Officer to the Commonwealth Electoral Officer in each State. Subject to instructions issued by the Chief Electoral Officer and the Commonwealth Electoral Officer, each Divisional Returning Officer organizes and controls the review within his Division. The Divisional Returning Officer is responsible for the selection and instruction of Review Officers for his Division. The number of Review Officers employed in a Division at any one time would vary from two to six depending on circumstances (e.g., the period allowed for completion of review). The average number of electors enrolled in each of the 122 Electoral Divisions as of January, 1966, was 49,270.

Each Subdivision of an Electoral Division is divided into areas called "walks". Normal practice is to limit the size of a walk to an area (about 500 habitations) which would be covered in a working week. The review is carried out by Review Officers checking, by house-to-house enquiry, the entries on the card relating to the particular habitation, making thereon notations relating to persons who have permanently left the habitation, and entering on the card the names of any qualified persons living other than temporarily at the habitation, whose names do not already appear thereon.

For residential hotels, colleges, hospitals, etc., schedules showing the names of persons enrolled therefor are separately maintained and periodically reviewed in a direct manner, i.e., by forwarding the schedules to the persons in charge and requesting that they make notations relating to persons who have permanently left and to new persons living thereat. This information is required to be furnished by the occupier upon request, pursuant to Section 38 of the Commonwealth Electoral Act.

Review Officers are paid on a contract basis at the following rates:

- (a) *In areas of high population density* (closely built up residential areas) \$5.80⁹ per 100 notations, or \$4.00⁹ per 100 habitations for which the Habitation Cards have been reviewed, whichever is the greater;
- (b) *In areas of medium population density* (areas where the habitations are mostly detached units reasonably spaced) \$5.80⁹ per 100 notations, or \$5.30⁹ per 100 habitations for which the Habitation Cards have been reviewed, whichever is the greater;
- (c) *In areas of low population density* (non-built up outer areas, or city areas occupied mainly by business premises or factories) \$5.80⁹ per 100 notations, or \$7.30⁹ per 100 habitations for which the Habitation Cards have been reviewed, whichever is the greater.

In rural areas where the Habitation Index system is not practicable, an Electoral Agency system operates. Selected persons, usually holding some public office, e.g., Postmasters, Police Officers, Shire Clerks, etc., are appointed Electoral Agents by the Commonwealth Electoral Officer, on the recommendation of the Divisional Returning Officer. These Electoral Agents are supplied with interleaved Rolls of Electors enrolled for their areas, called "Field Books". As in the case of Review Officers working the Habitation Index, the Electoral Agents note in the Field Books the names of the electors who have left the area, changed their addresses, etc., and the names and addresses of newly arrived residents. Electoral Agents are paid on a contract basis at the rate of \$4.00⁹ per 100 notations.

Upon the return of the Habitation Cards or the Field Books, it is the duty of the Electoral Registrar to

⁹ Australian currency.

utilize the information contained therein towards the cleansing of the Roll by removing superfluous entries (i.e., by lodging objections on the grounds of non-residence as outlined at page 43) and ensuring, by penal action if necessary, the lodgement of claims for enrolment or notification of change of address by persons not already correctly enrolled. Between reviews,

the Habitation Cards and Field Books are kept up to date with the Official Roll.

The cost of a complete review of the Habitation Index for the Commonwealth is approximately \$120,000 a year. The cost of the Electoral Agency system for the Commonwealth is approximately \$6,000 a year.

9. Systems of Postal and Absent Voting

Postal Voting

Voting by post (as well as absent voting described at pages 50 and 51) was provided for in the first Commonwealth Electoral Act in 1902. An elector could make application for a postal vote if

- (1) he had reason to believe that he would, on polling day, be more than five miles from the Polling Place for which he was enrolled, or
- (2) being a woman she believed that she would, on account of illness, be unable, on polling day, to attend at the Polling Place, or
- (3) he would be prevented by serious illness or infirmity from attending at the Polling Place on polling day.

Electors took advantage of the method of postal voting, and it was found that at the general elections of 1903 postal voters recorded 1.14% of the total votes cast, while at the by-elections in the Electoral Divisions of Melbourne and Riverina held in 1904 postal voting was responsible for 5.48% and 4.65%, respectively. However, practical experience in the administration of the postal voting provisions of the Act showed there were several means by which the facilities could be used in a manner which was not contemplated. For instance:

- (a) Applications could be (illegally) witnessed in blank, taken by agents of candidates when canvassing for votes, and pressure brought to bear on persons whose names were on the Roll.
- (b) There was an increased risk of impersonation.
- (c) As the personal signature of the applicant was not imperative, any person could sign for or on behalf of the applicant.

It was felt that while the facilities for voting by post should be elastic, they should be safeguarded so as to render their abuse difficult and liable to a heavy penalty.

General amendments to the Commonwealth Electoral Act were made in 1905. The principal amendments relating to postal voting were:

- (1) extending the distance an elector must be from a Polling Place from 5 to 7 miles,

- (2) adding to the list of authorized witnesses,
- (3) adding certain safeguards and providing heavy penalties for the abuse of postal voting facilities.

The persons who could act as authorized witnesses were prescribed by law, and included all Commonwealth Electoral Officers for States; Returning Officers; Electoral Registrars; Postmasters or Postmistresses or persons in charge of Post Offices; Police or Stipendiary or Special Magistrates of the Commonwealth or of a State; Justices of the Peace; Head Teachers of State Schools; officers of the Department of Trade and Customs; members of the Police Force of the Commonwealth or of a State; Mining Wardens and Mining Warden's Clerks in the Public Service of a State; legally qualified medical practitioners; officers in charge of quarantine stations; and other persons or classes of persons, employed in the Public Service of the Commonwealth or of a State, who are declared by proclamation to be authorized witnesses within the meaning of the Act.

The safeguards introduced by the 1905 amendments provided that:

- (1) the application had to be signed in the applicant's own handwriting in the presence of an authorized witness,
- (2) an authorized person could witness the signature of an elector only if the elector was personally known to him and he had seen the elector sign the application in his own handwriting.

Any person contravening such provisions was liable to a penalty of \$100¹⁰ or imprisonment for one month.

In 1909 the whole of Part X of the Electoral Act, providing for postal voting, was repealed and re-enacted with amendments, the most important being:

- (1) reversion to a distance of 5 miles from a Polling Place on polling day before an elector was eligible to make application for a postal vote, and

¹⁰ Australian currency.

(2) provision of a penalty of \$100¹¹ or imprisonment for one month, where an elector made, or where a person induced an elector to make, an untrue statement in an application for a postal vote.

The list of authorized witnesses was again enlarged, and the authorized witness was allowed to witness the signature of any elector to an application for a postal vote if he had satisfied himself as to the elector's identity, had seen the applicant sign the application, and was personally acquainted with the facts or had satisfied himself by enquiry from the applicant that the statements in the application were true.

In 1911 postal voting was abolished. A Postal Voting Restoration Bill was introduced in 1913 and passed through all stages in the House of Representatives. Certain amendments were introduced in the Senate, principal amongst them were proposals to alter the title of Part X of the Commonwealth Electoral Act to read "Voting by absent, sick or infirm Voters", and to allow the issue of postal ballot-papers by Divisional Returning Officers up to within seven days prior to polling day, and thereafter, up to the day previous to polling day by Assistant Returning Officers who would call at the address of the applicant to supply a ballot-paper, be present when the vote was marked, and take custody of the ballot-paper for transmission to the Divisional Returning Officer. The amendments were disagreed with by the House of Representatives because they were considered "crude, impracticable, and fraught with danger for the purity of elections, and would afford no relief to the majority of those for whose benefit the postal vote is intended". As the amendments were insisted upon by the Senate, the bill was laid aside and reintroduced in May 1914 in the same form. The debate on the second reading was not completed when Parliament was dissolved.

The Royal Commission on Commonwealth Electoral Law and Administration in its report presented on July 16, 1915, stated in regard to postal voting:

"The Electoral Law should not be forged as a party weapon, but should aim at making it possible for every elector to record his vote. Apparently, about 77,000 electors were unable to vote at the elections in consequence of the abolition of postal voting facilities, many of whom would be the mothers of our people, fulfilling the noblest duties of life, and would have a keener personal interest in the government of the country than many who recorded votes. We therefore suggest the amendment of the Act to provide for postal voting prior to the day of election, with sufficient statutory safeguards."

¹¹ Australian currency.

The Commonwealth Electoral Act was consolidated and amended in 1918 and voting by post was reinstated. The conditions under which an elector could apply for a postal vote were prescribed in Section 85 (1) which read:

"An elector who—

- (a) will not throughout the hours of polling on polling day be within ten miles by the nearest practicable route of any polling booth open in the Commonwealth for the purposes of an election; or
- (b) will throughout the hours of polling on polling day be travelling under conditions which will preclude him from attending at any polling booth to vote; or
- (c) is seriously ill or infirm, and by reason of such illness or infirmity will be precluded from attending at any polling booth to vote, or, in the case of a woman, will by approaching maternity be precluded from attending at any polling booth to vote,

may make application for a postal vote certificate and postal ballot-paper."

Other amendments relating to postal voting made to the law in 1919 were:

- (1) extension of the provisions to electors who would not be within the State on polling day,
- (2) enlarging the list of authorized witnesses.

The first of these was consequential upon the limiting of absent voting to within the boundaries of the State for which the elector was enrolled.

The grounds upon which an application for a postal vote may be made have been enlarged until today the relevant section of the Act reads:

"85 (1) An elector who—

- (a) will not throughout the hours of polling on polling day be within the State for which he is enrolled; or
- (b) will not throughout the hours of polling on polling day be within five miles by the nearest practicable route of any polling booth open in the State for which he is enrolled for the purposes of an election; or
- (bb) will throughout the hours of polling on polling day be travelling under conditions which will preclude him from voting at any polling booth in the State for which he is enrolled; or
- (c) is seriously ill or infirm, and by reason of such illness or infirmity will be precluded from attending at any polling booth to vote, or, in the case of a woman, will by approaching maternity be precluded from attending at any polling booth to vote; or
- (d) is, by reason of his membership of a religious order or his religious beliefs—
 - (i) precluded from attending at a polling booth; or
 - (ii) precluded from voting throughout the hours of polling on polling day or throughout the greater part of those hours; or
- (e) is an elector by virtue of Section 39A of this Act; may make application for a postal vote certificate and postal ballot-paper."

The postal voting provisions of the Commonwealth Electoral Act were amended in 1966 (Section 39A) extending the postal voting provisions to members of the Defence Force under 21 years of age on service in certain specified areas outside Australia.

In the application form for a Postal Vote Certificate and Postal Ballot-paper (Appendix 15), prescribed by Regulation, the elector must state his names in full, place of living, and occupation; declare that his real place of living is, or was within three months of polling day, in the Electoral Division for which he claims a vote; set out the ground upon which he applies for a Postal Vote Certificate and Postal Ballot-paper; and give an address to which such postal voting papers are to be forwarded.

The application form must be signed by the applicant in his own handwriting in the presence of an authorized witness and forwarded to the Divisional Returning Officer for the Electoral Division for which the applicant is enrolled (see Appendix 15 for exceptions), or if the elector is outside Australia, to an Assistant Returning Officer¹² at a place outside Australia. The persons entitled to sign as authorized witnesses in Australia now include any elector whose name appears on the Roll for a State, for the Australian Capital Territory or for the Northern Territory of Australia. Where the signature is witnessed at a place outside Australia, authorized witnesses include an officer of the naval, military or air forces of the Commonwealth or of some other part of the Queen's dominions; a person employed in the Public Service of the Commonwealth, a Territory of the Commonwealth or a part of the Queen's dominions; and a Justice of the Peace for, or a minister of religion or medical practitioner resident in, a Territory of the Commonwealth or a part of the Queen's dominions. Candidates at an election may not be authorized witnesses at that election.

Applications from electors overseas for postal votes (Appendix 16) are printed in three styles:

- (a) Form 26 For use by an enrolled elector;
- (b) Form 26A For use by an unenrolled member of the Defence Force on service outside Australia (including a person accompanying part of such Force) who is not less than 21 years of age; and
- (c) Form 26B For use by a person under 21 years of age who is, or has at any time been, in certain specified areas outside Australia as a member of the Defence Force.

¹² For definition, see Appendix 2.

To facilitate voting by Australians overseas, Assistant Returning Officers, usually members of the Diplomatic Service, are appointed by the Chief Electoral Officer, under Section 9 of the Commonwealth Electoral Act, at some thirty localities around the world. Where units of the Defence Force are stationed overseas, an officer of the Force is appointed Assistant Returning Officer, if the number of members in the unit so warrants.

To assist an elector travelling overseas to be fully aware of the postal voting facilities available outside Australia, a pamphlet (Appendix 17) prepared by the Chief Electoral Officer is issued, by the offices of the various airline and shipping companies, with the ticket for the journey. That pamphlet sets out the date for the holding of the election, the location of Assistant Returning Officers outside Australia, and other information relevant to the making of an application for a postal vote. The pamphlets are supplied to the ticket offices through the various Commonwealth Electoral Officers, and are issued to travellers from shortly after the announcement of an election until the last plane or ship leaving before polling day has been ticketed.

Although application for a postal vote may be made at any time after the tenth day prior to the issue of the Writ, the postal voting papers will not be forwarded until nominations have closed. The application will be regarded as not having been duly made if it reaches the officer to whom it is addressed after the close of the poll for the election. A Postal Vote Certificate envelope (Appendix 18) and Postal Ballot-paper will not be forwarded in response to an application received after 6 p.m. on the day preceding polling day; however, an elector may obtain a postal vote on polling day by attending at the office of a Divisional Returning Officer, or of an Assistant Returning Officer outside Australia, and making application and voting in person. Times are reckoned, in Australia, according to the standard or legal time at that place; outside Australia, according to the standard or legal time in the State or Territory in which the election is held, e.g., 6 p.m. Friday for an elector from New South Wales would be 3 a.m. Ottawa (Standard Time), whereas 6 p.m. Friday (Western Australian Time) would be 5 a.m. Ottawa (Standard Time). Similarly, the time equivalent to the closing of the poll in New South Wales, 8 p.m. Saturday, would be 5 a.m. Ottawa (Standard Time).

To assist the officers issuing postal voting papers and the electors voting, each officer is supplied with a number of printed lists of candidates containing, in alphabetical order of electorates within the various

States, the names of candidates (in ballot-paper order) and their political affiliation; such lists are prepared and printed in Canberra and are available for despatch within twenty-four hours of the closing of nominations. They are despatched through the Department of External Affairs or by air to all Assistant Returning Officers outside Australia. Thus, with nominations closing at noon on, say, a Friday, the lists would be available in London, England, on the Sunday. Such lists are also distributed through the Commonwealth Electoral Officer in each State to all Divisional Returning Officers.

For a Senate Election, the Divisional Returning Officers and Assistant Returning Officers are each supplied with a quantity of printed ballot-papers. To cover any unexpected demand in relation to a Senate Election, and in the case of a House of Representatives Election, the Assistant Returning Officer is supplied with a quantity of blank ballot-papers on which, before issuance to electors, he types or writes the names of the candidates. Of course, each Divisional Returning Officer has printed House of Representatives ballot-papers for his Electoral Division. In the busier offices, the Divisional Returning Officers are supplied with printed House of Representatives ballot-papers for each Electoral Division in Australia.

The form of application for a Postal Vote Certificate and Postal Ballot-paper is available at all Post Offices and Electoral Offices in Australia and from Diplomatic Posts and Service establishments overseas. An elector wishing to vote by post obtains an application form and after completing it forwards it to a Divisional Returning Officer or Assistant Returning Officer. Upon receipt of an application, it is checked to ensure that it is correctly completed and that it is made in respect of the correct Electoral Division. This check is done by reference to an Alphabetical List of Polling Places which sets out, in alphabetical order within each State, the names of the appointed Polling Places and the Subdivision and Electoral Division for which they are appointed. A full check of the elector's entitlement to vote is carried out at this stage only if the elector forwards his application to the Divisional Returning Officer for the Electoral Division in which he is enrolled.

Applications for postal votes are handled in Australia by Electoral Office staff who are entirely familiar with the arrangement of Polling Places, Subdivisions, and Electoral Divisions. This procedure virtually ensures that postal voters allocate their votes to the correct electorate. Although Assistant Returning Of-

ficers are less familiar with the electoral organization, the aids at their disposal make the allocation of a vote to the wrong electorate a rare occurrence.

The Assistant Returning Officer, after applying the above-mentioned checks to an application, numbers each application consecutively and issues to the elector the Postal Vote Certificate envelope, Postal Ballot-paper and Directions to Elector and Authorized Witness (Appendix 19). The elector completes the declaration on the envelope and has his signature witnessed. He then marks his ballot-paper, places it in the envelope and posts the envelope to his Divisional Returning Officer. Each Postal Vote Certificate envelope issued bears a number corresponding to the number on the relevant application.

If the elector votes in person before a Divisional Returning Officer or an Assistant Returning Officer, that officer will forward the application and completed certificate envelope, with marked ballot-paper enclosed, to the Divisional Returning Officer concerned. The same procedure set out above is adopted for the elector in Australia wishing to vote by post.

The Divisional Returning Officer is required to note on the certified list of voters¹³ the names of all electors to whom Postal Vote Certificates and Postal Ballot-papers have been issued, or to notify the Presiding Officer¹³ concerned of the issue of the Postal Vote Certificates and Postal Ballot-papers. The noting of the names of postal voters on the certified list of voters is done by placing the letters "PBP", by means of a rubber stamp, against the names of the electors. This indicates that postal voting papers have been issued to such electors.

In order that a postal vote may be admitted to the scrutiny, it must be posted, prior to the close of the poll, so as to reach a Divisional Returning Officer or an Assistant Returning Officer within the period of ten days immediately succeeding the close of the poll. A postal vote may also be delivered to a Presiding Officer at any Polling Place in Australia during the hours of polling on polling day.

An elector whose name has been marked on the certified list of voters as a person to whom a Postal Vote Certificate and a Postal Ballot-paper have been issued, is not entitled to vote at a Polling Place unless he first delivers to the Presiding Officer, for cancellation, his Postal Vote Certificate and Postal Ballot-paper. If he claims not to have received his Postal Vote Certificate and Postal Ballot-paper, he may be permitted to vote if he makes a declaration in the pre-

¹³ For definition, see Appendix 2.

scribed form (Appendix 25) before the Presiding Officer at the Polling Place.

At the scrutiny of votes, the Divisional Returning Officer produces all applications for postal votes and all envelopes containing postal votes, compares the signature on each envelope with the signature on the corresponding application, and allows the scrutineers¹⁴ to inspect both signatures. If satisfied that the certificate was signed by the elector who signed the application, that the signature has been witnessed by an authorized witness, that the vote was recorded prior to the close of the poll and that the elector is enrolled for the Electoral Division, the Divisional Returning Officer accepts the ballot-paper for further scrutiny. If not satisfied, he disallows the ballot-paper without opening the envelope.

The ballot-paper accepted for further scrutiny is withdrawn from the envelope and, without being unfolded or inspected, is placed in a locked and sealed ballot-box. The Divisional Returning Officer then seals in separate parcels:

- (1) the unopened envelopes containing ballot-papers which were disallowed at the preliminary scrutiny,
- (2) the envelopes relating to Postal Ballot-papers accepted for further scrutiny.

Absent Voting

The Commonwealth Electoral Act of 1902 provided that:

In an election, an elector may vote only:

- (a) at the Polling Place for which he is enrolled,
- (b) at any other Polling Place for the same Electoral Division if he makes and signs before the Presiding Officer a declaration in the prescribed form.

A proviso was included that the regulations could provide facilities to enable electors to vote at other Polling Places within the State.

Such facilities were provided until 1911 when the postal voting provisions of the Act were repealed, at which time electors became entitled to cast an absent vote, subject to the regulations, at any Polling Place open in the Commonwealth. The expanded absent voting facilities introduced in 1911 remained in force until after the reintroduction of postal voting in 1918. However, the amendments to the Electoral Act in 1919 restricted the elector to voting as an absent voter at any Polling Place open in the State for which he was enrolled.

¹⁴ For definition, see Appendix 2.

A considerable amount of evidence was presented to the Joint Select Committee on Commonwealth Electoral Law and Procedure, which met during 1926 and 1927, as to the desirability of electors being permitted to vote when in a State other than the one for which they were enrolled. It was found that the operation of interstate absent voting, provided for between 1911 and 1919, caused grave delays in the announcement of the results of elections. If it were reintroduced, the already long period of suspense during which votes are being counted would be considerably added to, and the period before which the decision of the electors could be made known would be as long as a month. In the case of a Senate Election, with the whole State voting as one electorate, no real progress could be made in the count within a month of polling day.

The absent voting provisions have remained virtually the same since 1919, and it is now a rare occasion when the result of a House of Representatives Election is not finalized within two weeks after polling day.

In order to vote as an absent voter, the elector must attend at a Polling Place located in the State for which he is enrolled and there, in the presence of the Presiding Officer, make and sign a declaration, printed on an envelope (Appendix 20), stating his enrolment particulars.

When necessary, the Presiding Officer checks by reference to his Alphabetical List of Polling Places that the locality stated by the elector is within the Sub-division and Electoral Division named. If the Presiding Officer has not been issued with printed ballot-papers for the Electoral Division concerned, he writes in the names of the candidates contesting the election in that Electoral Division on a blank ballot-paper and hands it to the elector.

Each officer issuing absent votes is provided with a list of candidates (Appendix 21) for each Electoral Division of the State in which he acts. In that list, the candidates are listed in ballot-paper order, but their political affiliation is not shown. As in the case of postal voting, an absent vote is rarely applied to the wrong Electoral Division. In addition to the Alphabetical List of Polling Places and list of candidates mentioned above, the larger Polling Places may be equipped with a list of streets in the metropolitan area showing the Subdivision and Electoral Division in which any street address is located.

At the time of issuing the absent voter's ballot-paper, the Presiding Officer records the details of the absent voter's declaration envelope in a book called Presiding Officer's Record (Appendix 22). The elector then retires to a voting compartment, marks and folds his

ballot-paper, and returns it to the Presiding Officer who encloses the ballot-paper in the envelope bearing the declaration, securely fastens the envelope, and deposits it in the ballot-box.

When the ballot-boxes for the Polling Place are opened, the number of envelopes containing the absent voters' ballot-papers is checked against the Presiding Officer's Record, and the envelopes are prepared for transmission to the Divisional Returning Officers concerned. This is done by sorting the envelopes for each Electoral Division, preparing and posting a separate card (Appendix 23) showing the number of absent votes recorded at that Polling Place for each Electoral Division, and enclosing the absent voters' declaration

envelopes in specially printed envelopes (Appendix 24) and posting them to the Divisional Returning Officers concerned.

By use of the cards mentioned above, the Divisional Returning Officer knows within a few days after the election the number of absent voters' ballot-papers that have been issued in respect of his Division.

Although no statutory period is set for the receipt of absent voters' envelopes they are generally received by the Divisional Returning Officers concerned within ten days after polling day. On receipt, the absent voters' envelopes are checked to ensure that the voter was, in fact, entitled to vote at the election. The scrutiny of absent votes is handled in the same manner as the scrutiny of the postal votes.

10. System of "Section Voting"

Apart from ordinary votes, postal votes, and absent votes, a small percentage of the electors record what are referred to as "section votes". The section votes fall into three categories: Sections 91A, 121 and 121A votes.

Section 91A was introduced into Commonwealth Electoral legislation in 1922 and amended in 1928. It provides a means by which an elector may vote even though his name has already been noted on the certified list of voters as a postal voter. Such a voter must make and sign a declaration, before the Presiding Officer, that he has not received a Postal Vote Certificate or Postal Ballot-paper.

Section 121 was introduced in 1918 and amended in 1928 and 1961. Under the provisions of this section a person whose name has been omitted from or struck off the certified list of voters owing to an error of an officer or a mistake of fact, may be permitted to vote if he makes and signs a declaration before the Presiding Officer. A person whose name cannot be found

on the certified list of voters, may also vote under the provisions of this section.

Section 121A, introduced in 1922, provides that where an elector's name has been marked on the certified list of voters as having voted, he may be permitted to vote if he makes and signs a declaration before the Presiding Officer to the effect that he has not voted.

The Presiding Officer records the particulars of each declaration in the Presiding Officer's Record and issues the ballot-paper to the elector. The marked ballot-paper is placed in the declaration envelope which is then sealed and placed in the ballot-box. At the scrutiny, the section votes are treated in the same manner as postal and absent votes, provided that the Divisional Returning Officer is satisfied that the voters are entitled to vote at the election.

The declaration envelope used by voters under Sections 91A and 121A is shown as Appendix 25, and the declaration envelope used under Section 121 is shown as Appendix 26.

**11. Table Showing Roll Operations Effected and Compulsory Enrolment Action Taken
Throughout the Commonwealth (excluding Australian Capital Territory
and Northern Territory) During the Years 1950-1966**

Notice to elector alleged to have contravened the
compulsory enrolment or transfer of enrolment
provisions

Year	On Roll 1st January each year	Number of names added	Number of names removed	Number of alter- ations*	Total number of operations	Per- centage	Number issued by the Divisional Returning Officer	Number of satis- factory replies to allegations	Number dealt with by	
									the Common- wealth Electoral Officer**	Number dealt with by the Court**
1950	4,909,747	608,922	613,158	190,955	1,413,035	28.78	73,538	54,836	18,544	158
1951	4,904,501	621,472	528,651	139,752	1,289,875	26.30	22,867	16,936	5,805	126
1952	4,997,469	621,134	597,771	234,051	1,452,956	29.07	82,215	60,072	21,732	411
1953	5,020,811	575,202	535,568	158,494	1,269,264	25.28	28,002	21,300	6,526	176
1954	5,060,440	598,180	533,254	158,589	1,290,023	25.49	34,827	27,105	7,543	179
1955	Statistics not prepared because of changes made by 1954 Redistribution									
1956	5,198,183	531,837	513,231	196,486	1,241,554	23.88	48,572	36,289	12,151	132
1957	5,216,779	587,132	555,640	295,241	1,438,013	27.57	104,987	78,162	25,965	860
1958	5,248,271	759,203	572,147	198,061	1,529,411	29.14	53,861	43,011	10,524	326
1959	5,434,360	578,430	586,056	241,955	1,406,441	25.88	79,521	63,022	16,044	455
1960	5,426,736	636,617	566,834	234,955	1,438,406	26.51	96,691	73,691	22,102	898
1961	5,496,519	668,076	474,485	126,969	1,269,530	23.10	20,943	14,746	5,548	649
1962	5,690,073	672,786	649,207	246,589	1,568,582	27.57	89,064	70,339	18,057	668
1963	5,713,519	715,160	549,817	215,676	1,480,653	25.91	50,656	34,418	14,020	2,218
1964	5,878,258	666,394	610,065	207,484	1,483,943	25.24	47,396	34,824	11,174	1,398
1965	5,934,587	781,767	704,409	249,820	1,735,996	29.25	43,314	33,399	9,258	657
1966	6,011,034	779,462	586,899	183,406	1,549,767	25.78	16,645	11,684	3,751	1,210

*Alteration means any change in the enrolment particulars of a person who remains within the same Subdivision, e.g., alteration to particulars of occupation, of number of house in the street, etc.

**Elector has the option of having the alleged contravention dealt with by the Commonwealth Electoral Officer for the State or by a Court of Summary Jurisdiction.

**12. Table Showing Statistics of Total Number of Votes, Postal Votes,
Absent Votes, and "Section Votes" Cast at
Commonwealth General Elections**

	Year	Total Votes	Postal Votes		Absent Votes		Section Votes	
			Number	Percent	Number	Percent	Number	Percent
General Elections (a).....	1906	1,059,168	15,342	1.45	110,745	10.46		
"	1910	1,403,976	30,249	2.15	113,721	8.10		
"	1913	2,033,251	(b)		198,573	9.77		
"	1914	2,042,336	(b)		176,653	8.65		
"	1917	2,202,801	(b)		210,052	9.54		
"	1919	2,032,937	15,059	.74	151,238	7.44	4,971	.24
"	1922	1,728,246	10,549	.61	117,055	6.77	6,298	.36
"	1925	3,014,953	43,004	1.43	215,872	7.16	14,257	.47
"	1928	2,728,815	46,819	1.72	241,987	8.87	12,391	.45
House of Representatives.....	1929	2,957,547	47,842	1.62	207,876	7.03	10,659	.36
General Elections.....	1931	3,468,303	54,308	1.57	252,127	7.27	12,583	.36
"	1934	3,708,578	71,693	1.93	260,113	7.01	10,623	.29
"	1937	3,921,337	72,324	1.84	279,269	7.12	7,544	.19
"	1940	4,016,803	84,798	2.11	321,315	8.00	10,469	.26
"	1943	4,301,655	92,510	2.15	267,725	6.22	10,615	.25
"	1946	4,453,941	117,172	2.63	334,018	7.50	8,649	.19
"	1949	4,697,800	128,603	2.74	310,127	6.60	9,438	.20
"	1951	4,763,915	128,985	2.71	365,801	7.68	12,037	.25
Senate.....	1953	4,810,964	119,095	2.48	418,261	8.69	7,013	.15
House of Representatives.....	1954	4,619,571	118,522	2.57	324,553	7.03	6,844	.15
General Elections.....	1955	4,914,094	115,613	2.35	338,421	6.89	7,355	.15
"	1958	5,141,109	157,606	3.07	325,518	6.33	8,968	.17
"	1961	5,384,350	122,987	2.28	326,034	6.06	6,952	.13
House of Representatives.....	1963	5,575,977	133,413	2.39	321,663	5.77	9,005	.16
Senate—Queensland.....	1964	5,556,980	114,874	2.07	362,507	6.52	6,945	.12
Senate.....	1966	5,833,100	136,318	2.34	374,986	6.43	9,039	.15
Senate—New South Wales, Victoria, Queens- land, Western Australia.....								

NOTES: Elections held during period 1906 to 1922 inclusive were under voluntary voting. Elections held since 1922 were conducted under compulsory voting.

- (a) General Elections include both elections for House of Representatives and Senate.
- (b) Postal voting was abolished by amendments to the Electoral Act in 1911 and provision made for absent voting at any Polling Place in the Commonwealth. Postal voting was reintroduced in 1918 and absent voting was restricted to any Polling Place open in the State for which the elector was enrolled.

For purposes of clarity, methods of voting can be put into four classifications as follows:

- (a) *ORDINARY VOTING*. This method is used when the persons registered as electors attend at the Polling Place located in the Subdivision for which they are registered.
- (b) *ABSENT VOTING*. This method is used by those persons who, while absent from their own Subdivision, can attend at a Polling Place located in another Subdivision of the State in which they live.
- (c) *POSTAL VOTING*. This method is provided for the benefit of those persons who, because of sickness, infirmity or absence, are unable to attend at their own Polling Place, or at another Polling Place in the State in which they live.
- (d) *SECTION VOTING*. This method is provided to prevent electors from being disfranchised through any error, whether by the Electoral Administration or the staff employed in the Polling Place.

13. Estimated Cost of System of Continuous Electoral Rolls by Compulsory Registration on the Part of Electors (not including cost pertaining to voting) for the Financial Year July 1, 1964, to June 30, 1965

The cost of administering the Australian Electoral system can be divided into three categories of expenses:

1. Salaries, allowances, extra duty pay and overtime.
2. Administrative expenses.
3. Rental of offices and maintenance.

The first category comprises payments to officers for the performance of their normal duties and includes the items detailed below. The estimated cost of salaries to officers of the Electoral Branch in Australia for the financial year July 1, 1964, to June 30, 1965, is as follows (all figures in Canadian currency converted at the rate of \$2.40 per Australian pound):

1. (a) Salaries of		
1 Chief Electoral Officer	\$ 9,420.00	
5 Commonwealth Electoral Officers	32,354.40	
2 Deputy Commonwealth Electoral Officers	11,114.40	
265 Divisional Returning Officers and Clerks	\$ 1,099,689.60	
45 Indexers, Typists, Assistants	105,417.60	
318 Sub total	\$ 1,257,996.00	
(b) Higher Duties Allowance		
An allowance payable to any officer temporarily performing duties of a higher class than his normal duties, e.g., clerk to Divisional Returning Officer performing the duties of the Divisional Returning Officer while the Divisional Returning Officer is absent on Recreation leave or Sick leave, etc.	\$ 12,988.80	
(c) District Allowance		
Any allowance payable to an officer who is required to live in any remote area, also payable to persons required to live in the tropics.	\$ 3,972.00	
(d) Allowance to Officers in Connection with Maintenance of Joint Roll in New South Wales, Victoria, South Australia and Tasmania		
An allowance to compensate officers employed in Divisional Returning Officers' offices for the additional work in preparing Electoral Rolls for use in State Elections.	\$ 37,708.80	
(e) Allowance to Officers Performing Duties for the State of South Australia		
An allowance paid to Divisional Returning Officers and clerks employed in South Australia. This amount is reimbursed by the State of South Australia payable to the Consolidated Revenue; it does not therefore show as a credit to the salary vote of the Electoral Office.	\$ 1,416.00	
(f) Salaries to Officers on Retirement Leave and Payments in Lieu		
An officer may take long service leave immediately prior to date of retirement or work until date of retirement and be paid his salary for the amount of leave he has accrued.	\$ 20,676.00	

(g) Salaries to Officers on Unattached List Pending Suitable Vacancies		
Salary of an officer who is not occupying a permanent position on the staff of the Electoral Branch, e.g., an officer granted extended sick leave prior to retirement may be transferred to the unattached list and his position filled.	\$ 1,370.40	
(h) Salaries to Temporary Employees Filling Positions Normally Occupied by Permanent Employees	\$ 73,200.00	
(i) Extra Duty Pay, i.e., Overtime, Etc.	\$ 3,600.00	
Sub total	\$ 1,412,928.00	
Less amount estimated to remain unexpended for positions vacant or subject to approval by competent authority.	\$ 61,728.00	
Total	\$ 1,351,200.00	

The second category, administrative expenses, includes the normal routine expenditure of any office except expenditure relating to the purchase of office furniture and repairs and maintenance of buildings. The expenses with respect to this category are detailed under eight items. For the purposes of this study two of the items, namely Administration of the Electoral Act and Commonwealth Elections and Referendums, will be treated separately because the further breakdown of these two items will give a better understanding of the cost of the Australian system. The estimated cost of each item for the financial year 1964-65 is as follows:

2. (a) Travelling and Subsistence		
Include travelling expenses of officers transferred from one location to another.	\$ 13,200.00	
(b) Office Stationery, Supplies and Equipment	\$ 19,440.00	
(c) Postage, Telegrams and Telephone Services		
Of the amount shown, approximately \$121,660.00 is paid in bulk to the Postmaster General's Department for the carriage of electoral matter free of postage.	\$ 142,800.00	
(d) Office Services		
Fuel, light and power rates, also cleaning services for various offices.	\$ 43,200.00	
(e) Freight and Cartage	\$ 4,800.00	
(f) Sundries	\$ 7,200.00	
Total	\$ 230,640.00	
(g) Administration of the Electoral Act		
This item is related to the administration of the statutory provisions of the Commonwealth Electoral Act and the regulations made thereunder, excluding expenses directly attributed to the holding of Referendums and for the taking of the votes at Federal Elections. This item of expenditure is detailed under seven sub-items as follows:		

2. (g) Administration of the Electoral Act—Concluded

(1) *Printing of Principal Rolls*

The Electoral Act provides that a Roll of Electors be printed as directed by the Minister for the Interior. The Roll being common to the Commonwealth and four of the States, the four States meet half the cost of the printing. Of the amount shown \$187,200.00 is the cost borne by the four States. \$ 506,400.00

(2) *Allowance to Registrars*

An allowance to Registrars who are not officers of the Electoral Branch, e.g., Postal Officials who carry out registrars' duties in addition to their normal duties. \$ 1,680.00

(3) *Printing forms, books, etc.*

Expenses involved in printing forms used in the administration of the Electoral Act other than those used solely for the purpose of the taking of the votes at Elections. \$ 21,600.00

(4) *Field book information*

Payments to Electoral Agents for notations to the Electoral Roll. \$ 6,000.00

(5) *Court fees*

Court costs for prosecutions under the Electoral Act. \$ 1,920.00

(6) *Habitation index*

Payments to Review Officers for work in connection with Habitation Review. \$ 120,000.00

(7) *Miscellaneous*

Expenses not chargeable to any other sub-item, also includes cost of extraneous elections until reimbursement is effected by relevant authority, and half the cost of printing Supplemental Rolls for State Elections in Joint Roll States. \$ 26,400.00

Total \$ 684,000.00

(b) **Commonwealth Elections and Referendums**

This item provides for charges directly attributed to Referendums and to the taking of the votes at Federal Elections, as prescribed by Statute. As there was a statutory requirement that a Senate Election be held during the financial year 1964-65, the figures set out include the estimated cost of that Election. In any year in which there is no statutory requirement that an election be held, requirements under this item would be much smaller and would allow preparations for the next election. This item of expenditure is detailed under five sub-items as follows:

(1) *Postage, telegrams and telephone services*

Of the amount shown \$64,800.00 is paid in bulk to the Postmaster General's Department for the carriage of mail free of postage. \$ 96,000.00

(2) *Printing instructions to officers, forms, etc.*

.... \$ 70,800.00

(3) *Printing Supplemental Rolls*

Of the amount shown approximately \$25,764.00 is paid by the State authorities as their share of the cost for use of the Rolls. \$ 76,164.00

(4) *Temporary clerical assistance*

Payment of salary to additional staff employed in offices of Divisional Returning Officers. \$ 60,000.00

(5) *Advertising*

.... \$ 16,800.00

Total \$ 319,764.00

The third category, rental of offices and maintenance, includes rental of office space to provide accommodation for the 318 officers who constitute the staff of the Electoral Branch in Australia as shown on the organizational staff chart appearing at pages 56 to 59; it also includes expenses for the furnishing of offices and repairs and maintenance of office buildings. This category is detailed under two items as follows:

3. (a) **Rental of Offices**

The office of each Commonwealth Electoral Officer is located in the capital city of the State and occupies some 3,000 square feet. With the exception of the Commonwealth electoral offices in Adelaide and Perth, the offices are located in Commonwealth government buildings. The office of the Divisional Returning Officer whose division encompasses the inner city area is, as a general rule, located in the same building as the office of the Commonwealth electoral office, while the office of each other Divisional Returning Officer is located within the boundaries of the division he administers and is situated as close as practicable to the business centre of the community. In rural areas, the office would be located in the most suitable large town in the area, having regard to communication facilities. The office of each Divisional Returning Officer occupies some 700 square feet and includes storage facilities for ballot boxes, voting screens, and other material necessary for the conduct of an election. The following is the estimated cost of rental of offices for the financial year 1964-65:

State	Office located in				Amount of Rental paid
	Common- wealth Electoral Office	Divi- sional Office	Com- mon- wealth Build- ings	Rented Accom- modation	
New South Wales	1	46	4	43	\$ 45,254.40
Victoria.....	1	33	11	23	21,684.00
Queensland.....	1	18	10	9	8,632.80
South Australia*..	1	1	—	2	18,885.60
South Australia**	—	10	1	9	6,117.60
Western Australia†.....	1	1	—	2	5,740.80
Western Australia‡.....	—	8	2	6	5,942.40
Tasmania.....	—	5	5	—	—
Australian Capital Territory.....	1	1	2	—	—
Northern Territory.....	—	1	—	1	1,742.40
Totals.....	6	124	35	95	\$ 114,000.00

*The office of the Commonwealth Electoral Officer for South Australia and the Divisional Returning Officer for Adelaide are located in the same rented office accommodation.

**The offices of the other 10 Divisional Returning Officers in South Australia are located in separate office accommodation.

†The office of the Commonwealth Electoral Officer for Western Australia and the Divisional Returning Officer for Perth are located in the same rented office accommodation.

‡The other 8 Divisional Returning Officers for Western Australia are located in separate office accommodation.

(b) Furnishing of Offices and Repairs and Maintenance of Office Buildings

In order to maintain office accommodation to a satisfactory standard, provisions are made under the expenditure vote of the Department of Works for this item. While the amount required varies from year to year, it is estimated that the normal annual expenditure would amount to approximately

\$ 16,800.00

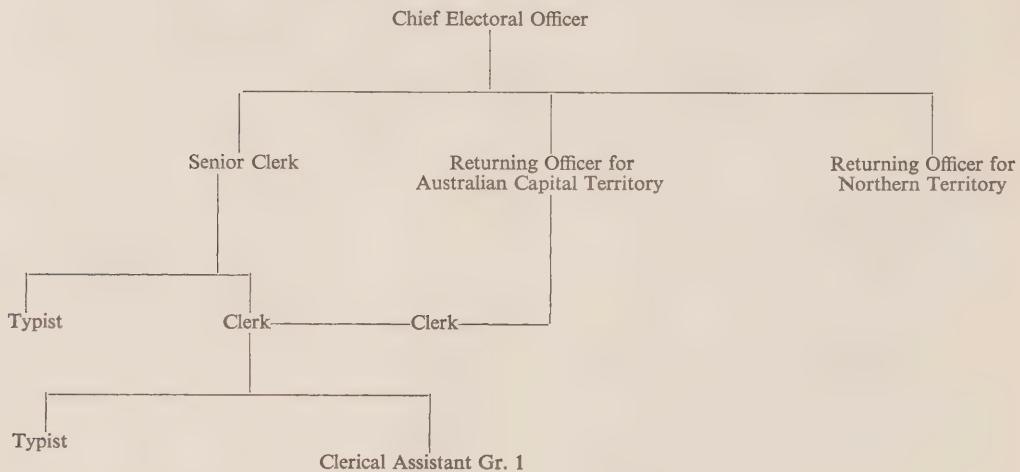
— Total \$ 130,800.00

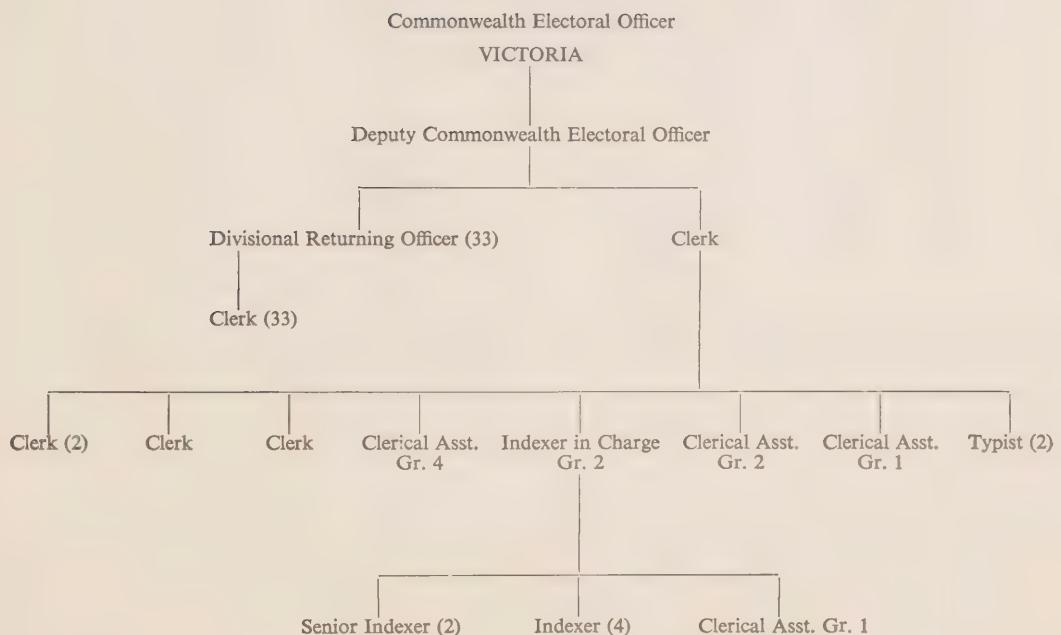
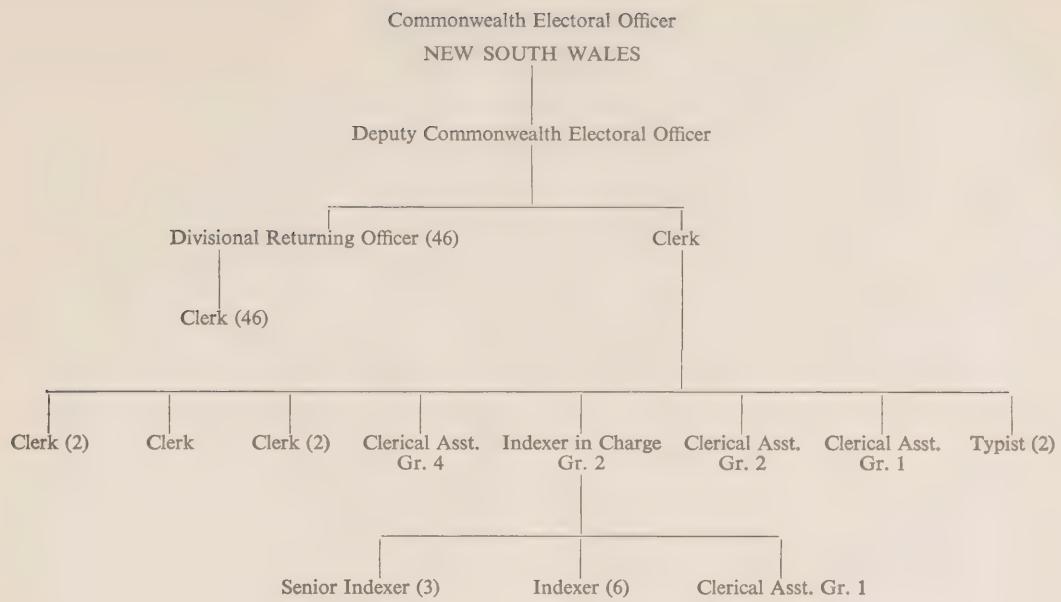
Summary

Salaries, allowances, extra duty pay and overtime	\$ 1,351,200
Administrative expenses:	
Office expenses	230,640
Administration of Electoral Act	684,000
Commonwealth Elections and Referendums	319,764
Rental of offices and maintenance	130,800
Grand Total	
	\$ 2,716,404

Based on the number of electors on Rolls, which was 5,934,587 in 1965, the annual cost per elector would be 45 cents.

14. Organizational Staff Chart for the Year July 1, 1964, to June 30, 1965





Commonwealth Electoral Officer

QUEENSLAND

Divisional
Returning
Officer (18)

Clerk (18)

Clerk

Indexer in
Charge Gr. 1

Clerk

Typist

Junior
Assistant

Senior Indexer Indexer Clerical Asst. Gr. 1

Commonwealth Electoral Officer

SOUTH AUSTRALIA

Divisional
Returning
Officer (11)

Clerk (11)

Clerk

Indexer in Charge Gr. 1

Typist

Senior Indexer Indexer

Commonwealth Electoral Officer

WESTERN AUSTRALIA

Divisional
Returning
Officer (9)

Clerk (9)

Clerk

Indexer in Charge Gr. 1

Clerk

Typist

Indexer

Commonwealth Electoral Officer
(Chief Property Officer)

TASMANIA

Divisional
Returning
Officer (5)

Clerk (5)

Commonwealth Electoral Officer (Chief Property Officer) and Administrative Staff attached to the Department of the Interior.

P A R T

III

Findings and Recommendations

Findings and Recommendations

Registration of Electors

On completion of my study, I find that methods of registration employed in systems of Continuous Electoral Rolls, rather than in systems of Permanent Lists of Electors, would better lend themselves to Canada with its vast area and high incidence of population mobility; however, I did not discover any practicable and economical way of keeping lists of electors up to date in Canada by using a method of voluntary registration.

It is my finding that:

The system of Continuous Electoral Rolls currently in use in the Commonwealth of Australia, including the method of compulsory registration on the part of the electors, can be adapted for use in federal elections in Canada, to reduce the time required for the holding of elections and to provide improved facilities for voting by electors.

I am of the opinion that if this system were adopted, the time required for holding a general election (that is, from the day of issuance of the writs to polling day) could be reduced to 30 days.

However, it is my belief that the adoption of such a system would prove to be very costly. The setting up of a permanent office in each electoral district, the recruitment of a great many permanent and casual employees, and an annual house-to-house canvass by review officers in order to purge and update the existing lists of electors, would be the major items of expense. In addition, problems would arise from the enforcement of compulsory registration, and the prosecution of electors failing to register.

The subject of compulsory registration was considered by the House of Commons Special Committee on Elections and Franchise Acts in 1937. That Committee's findings were as follows:

"Your committee has also considered compulsory registration and compulsory voting and has decided that it cannot recommend either to the favourable consideration of the house. With regard to the former, it is of the opinion that it could not be enforced without continuous registration, a large staff of permanent officials, an annual house-to-house check-up of the names of the electors on the lists, and by other means, and your committee believes that the cost would be prohibitive under such circumstances."

The following recommendations indicate the areas where major changes should be made in order to adapt the Australian system for use in Canada.

- (1) If the Australian system is adopted, I recommend that instead of the present procedure in Australia, where a Roll of Electors is maintained for each State and a separate Roll kept in each Electoral Division, a Principal Roll for all Canada be used, to be held in Ottawa; as well as a separate Roll in each electoral district.

It is my opinion that this Principal Roll would provide the most practicable means for checking on duplicate registrations throughout Canada. The adoption of this Principal Roll would obviate the need for such offices and officials as are presently employed in the Australian system to maintain the Roll of Electors for each State.

I further recommend that:

- (2) The positions of Commonwealth Electoral Officers not be adopted in Canada.
- (3) Computers and electronic equipment be used by the Chief Electoral Officer for the printing of the Principal Roll of Electors for each electoral district.
- (4) The printing of the Supplemental Roll be carried out by the registration officer of each electoral district after an election is ordered.

Absentee Voting

If the Commonwealth of Australia system of Continuous Electoral Rolls is adopted, I recommend:

- (1) That the Australian method of absentee voting, which provides voting facilities for electors who are unable to attend at their own Polling Place by reason of absence, but able to attend at another Polling Place located in the State in which they are registered, be applied to federal elections in Canada.

Although postal voting is generally regarded as part of absentee voting, it is more correctly a separate method of voting for it provides voting facilities for persons who, because of sickness, infirmity or incapacity through travel or absence from the province in which they are registered, are unable to attend at their own polling station or at another polling station in that province.

- (2) That the Australian method of postal voting be applied to federal elections in Canada.

APPENDICES

APPENDIX 1

Documents Relating to the Trinidad and Tobago System

From: Supervisor of Elections

To: The Honourable Minister of Home Affairs

Dated: 12th January, 1960

Subject

Report on Pilot Scheme to test out the system of
Permanent Personal Registration

1. I have the honour to refer to my memorandum of the 25th August, 1959, in which it was proposed that a pilot scheme to test out the system of Permanent Personal Registration should be organized and the approval thereto in MP HA 7/1/3 dated the 22nd October, 1959 and to inform you that the scheme has now been completed. I append my report.

2. The purpose of the scheme was to see how the system of Permanent Personal Registration would work under local conditions and to get an idea of any difficulties that might arise in the course of the administration of the system.

3. It was considered important to let the electorate know about the scheme before its commencement. As a consequence the Supervisor of Elections gave two broadcast talks, the first explaining briefly what were the aims and objects of the test and the second giving details of the areas within which and the periods and times during which the test would take place and inviting the co-operation of the public. These were reproduced almost in their entirety in the daily newspaper. In areas with postal delivery a circular was sent to each household and in Chaguanas where this was not possible in all cases the circular was distributed by hand. Notices were posted up in different places within each area giving the same information. In Chaguanas a meeting of electors was arranged and the Supervisor of Elections explained the aim and purpose of the scheme. The Secretaries of the People's National Movement and the Democratic Labour Party were asked to assist by enlisting the support of their members in the areas concerned. As a follow up a second circular was sent out during the progress of the scheme and a second talk was given in Chaguanas. In Port-of-Spain some of the electors were invited to register over the telephone. Samples of the circulars and notices are attached. The results in detail follow.

4. In the four areas selected, Port-of-Spain, Arima, Barataria, and Chaguanas, a total of 766 persons were

registered. In two areas, Port-of-Spain and Chaguanas, registration offices were established in a central location and electors were invited to come in to these stations to register. In the two other areas the registration officers carried out a house to house canvass in order to obtain the names and particulars of electors. Of the 766 persons enumerated 87 were found to be either illiterate or disabled, a percentage of 11.3. During the enumeration only 7 unqualified persons were found by the registration officers and they were accordingly given certificates of disqualification. A total of 1,038 minors were registered and of these it was possible in most cases to get the exact date of birth. More detailed particulars of these results are given in the tables attached, and in the paragraphs following.

5. One of the most important points the test was designed to determine was whether in obtaining an initial list of electors it was better to invite the electorate to come in to offices to register or to send out registration officers who would go from house to house obtaining the necessary registrations. It was clearly shown that the latter was by far the more effective method as it was found that in the former areas only 204 names were obtained whereas in the latter 562 were registered and this in spite of the fact that the potential electorate in the two types of area was roughly in the ratio of two to one.

6. The yield in areas where a canvass of houses was made was gratifying. The figures given below can be taken as reasonably accurate, but no absolutely exact figure can be given because there were some households that refused to give any information at all and consequently the potential electorate could only be estimated. On this basis it was found that in Barataria out of 265 to 282 electors 219 were registered, and in Arima out of 368 to 370 electors 343 registrations were secured. The percentage yields, using the mean of the potential electorate in each case, were 80.2 and 92.9 per cent respectively. The overall yield was therefore 87.5 per cent. The yield in Barataria was diminished by the refusal of some people to give any information at all. It is understood that they had migrated from Grenada. It was also found that in some twelve instances in which the registration officer was unable to meet members of certain households and was told that this was so because those persons were working long hours at Fernandes & Company's Rum Distillery, the

officer was able, on visiting the Distillery, to find only one of those persons. Both registration officers reported that, had it not been for the fact that many of the people were unusually busy over the Christmas season, they would have been more successful. Bearing in mind also that as it was known by the electorate that a test scheme only was being carried out and no benefit was being obtained by registering, the test especially in the case of Arima was quite successful.

7. In Port-of-Spain and Chaguanas, in spite of the publicity campaign the response was poor, especially in the former. The reason was that a voluntary effort had to be made to do something that was of no real benefit to the individual. It is not possible in these cases to give a reliable estimate of the potential electorate as no contact was made with the majority of households in the two districts. The only guide is the previous electorate in the lists prepared for the 1958 Federal Elections. On this basis the yield in Port-of-Spain was 81 out of 805 and in Chaguanas 123 out of 789. The percentages are 10.1 per cent, and 15.6 per cent, respectively, or an overall percentage of 12.8 per cent. It is interesting to compare these figures with those obtained in the County of Suffolk in Long Island, New York State. When permanent personal registration was first set up there in 1957, offices were set up in different places and the electorate invited to register. This was in the summer at a time when no election was imminent. A registration of some 29,000 out of 265,000 was secured or 11 per cent. In the following year, in which the biennial elections were held, the remainder of the electorate registered within a short period, and consequently put on the registration officers a very heavy burden.

8. Another objective of the test was to determine whether, in areas where electors had to come in to a registration office, it was possible to determine easily which polling division they belonged to. For this reason the areas in Port-of-Spain and Chaguanas were chosen so as to contain two polling divisions. It was not anticipated that this problem would create any difficulty in Port-of-Spain because of the facility with which a house can be located so long as the number and street pertaining to that house is given. Existing maps show streets and house numbers quite clearly and one of these was used for the test. As a consequence no difficulty was encountered in this area. In Chaguanas a preliminary survey of the area was carried out and large scale maps showing the landmarks of the area such as roads, traces, rivers, water-courses, railway lines, &c., were prepared and in these a small rectangle for each

house in the area was inserted. No difficulty arose consequently in assigning each elector to his appropriate polling division.

9. In the test illiterate and disabled persons were treated in the same way and the second table attached gives the figures obtained. Actually a very small number of the 87 found in this category were disabled. Smaller percentages, as was anticipated, were obtained in Port-of-Spain and Arima, yet the percentages in the rural areas were not unduly high. It was found that a few persons who would normally be classified as illiterate because of inability to read or write a consecutive narrative were yet able to sign their names. As this was considered sufficient for the purposes of the registration system they were classified as literate. The overall percentage was 11.3 per cent. Because of the very small size of the sample this cannot be taken as a reliable figure for the whole territory.

10. The registration of illiterates and disabled persons involved the recording of answers to five of a list of fifteen questions. These questions were reproduced in a form on which the required answers were recorded, and only questions readily answered were so recorded. This part of the registration procedure is for the purpose of identification of the registrants at the polls. The form would be kept confidentially apart from the registration records and would only be used in the polling stations on polling day when the elector would have to give the same answers to the recorded questions as he gave at the time of registration. This section of the test worked satisfactorily and there was no apparent difficulty in eliciting appropriate answers.

11. The registration of minors was surprisingly successful. In all 1,038 registrations were secured, i.e. minors and adults were roughly in the ratio of three to two. The composition of the population as revealed by the 1946 census would lead to the expectation that the two groups, minors and adults, would be roughly equal. The discrepancy therefore may be due to a change in the composition of the population. The fact that the sample was small should not be lost sight of, however, as the figure obtained could not reasonably be taken as accurate for the whole territory. Also more minors than adults could be expected to be returned because the registration system did not require that they should be contacted personally as was the case with the adults. On the whole it was found that the dates of birth of the children were better known than those of the adults. In only fourteen cases were the informants unable to give even the year of birth. In another 24 the year of

birth only was given. As a test the attempt was made in some of these cases to obtain the exact dates of birth from the records and these proved successful.

12. The scheme was also intended to be a test of the forms prepared, especially the registration record for adults and the card for minors. It was clearly shown that only a few minor changes will be required in the registration record. Changes will also be required in the set up of the minors' registration card. The other forms proved quite satisfactory.

13. The record cards for each polling division in the test were set up in alphabetical order or by house numbers and streets in Kalamazoo visible index files. These proved quite satisfactory, and any errors made were due to the filing clerks being as yet unaccustomed to this type of file. The registration records were made out in duplicate, and the latter were used to make up a master file, arranged alphabetically, in the Electoral Office. This was carried out quite successfully, although the size of the list was too small to serve as a test for duplication of registration as not a single instance of this appeared.

14. The remainder of the test was designed to try out the machinery and equipment for the production of electoral lists. For this purpose the Electoral Office had the use of a graphotype machine and an addressograph. On the former the names of electors as they would appear on the lists were embossed on metal plates and filed away in proper order in drawers after having been inserted into frames designed specially for the purpose of filing. When the lists were completed a copy of each was printed in columns on paper by means of the addressograph. These were made up into suitable lengths and two columns were placed side by side and photographed, a reduction to 80 per cent of the original size being made. The negative was converted by an electrical process called Xerography to an offset printing master of foolscap size. This was then printed on an offset printing machine, approximately 100 copies being run off.

15. The test of the machines and equipment demonstrated clearly whether that part of the system was feasible or not. It showed that two typists without any previous experience could learn to operate them sufficiently well within a day. A better idea of what staff would be required was also obtained, and the whole picture of this part of the system could be more clearly seen, leading to a better understanding of how it should be organized. No reliable indication of the rate of production of embossed plates could be ob-

tained because of the small volume of work, the irregular supply of duplicate record cards from the registration officers, and the fact that the addresses of electors were not embossed on the plates as might be necessary if the main scheme is put into force. A figure for manual operations may not be necessary as it is proposed to recommend that this work be done on automatic machines.

16. Certain parts of the full scheme could not be tested. Reference is made here to all work connected with the maintenance of the list, i.e. calling upon new electors to register and upon those who had changed their qualification to correct their registrations, and actually making such changes in the records and lists. The experience of the test would indicate however that such parts of the work could also be successfully carried out.

17. In the result it is considered that the test was quite successful and on the strength of this it is recommended that the proposals embodied in my confidential memorandum of the 20th August, 1959, should be adopted, with the proviso that in compiling the initial list of electors itinerant registration officers should be employed.

T. F. FARRELL
Supervisor of Elections.

Pilot Scheme

	Table I	Polling Division	Registrations obtained
<i>Yield:</i>			
1. Port-of-Spain		1	45
		2	36
2. Arima		111	343
3. Barataria		71	219
4. Chaguanas		11	19
		12	104
			766

Table II

	Illiterate Electors	or disabled	%
<i>Illiterates:</i>			
Port-of-Spain	81	3	3.7%
Arima	343	23	6.7%
Barataria	219	39	17.8%
Chaguanas	123	22	17.9%
	766	87	11.3%

Table III

Disqualifications:	
Port-of-Spain	1
Arima	1
Barataria	5
Chaguanas	0
	—
	7
	—

Table IV

Minors:	
Port-of-Spain	62
Arima	364
Barataria	379
Chaguanas	233
	—
	1,038
	—

ELECTORAL OFFICE,
7, ST. VINCENT STREET,
PORT-OF-SPAIN.
21st November, 1959.

DEAR SIR/MADAM,

Government is considering a new system of registering persons for elections called Permanent Personal Registration. This system of registration is far different from the enumeration to which we have been accustomed and before embarking on the scheme throughout the entire territory, it has been considered advisable to try it out in four small areas, so that it will be possible to see how the system works under local conditions and to get an idea of the difficulties that may arise. This letter is for the purpose of enlisting your aid in this trial. Because of the willing co-operation of the people of Trinidad and Tobago in other trials carried out by Government departments in other areas I confidently anticipate that your sense of civic duty will be sufficient to guarantee your help in this case.

The areas chosen are Upper Barataria, parts of Edinburgh and Agostini Villages (Chaguanas), a section in Arima and one in Port-of-Spain. In two of the areas chosen (Arima and Barataria) the registration will be done by itinerant registration officers, and in the other two (Port-of-Spain and Chaguanas) the registration officers will work in conveniently situated registration offices and the registrants, or persons applying to register, will be required to go to them.

The building up of a proper register will be a great help towards making certain that all persons who are entitled to vote are recorded in the several lists of electors. Because of the fact that certain information will be recorded about each registrant and he will be required to give a specimen of his signature it is expected that each person so registered will be easily identified later on and the possibility of personation at the polls by unscrupulous persons will hardly be able to take place in the future.

This circular is being sent only to persons within the areas concerned. It is not necessary, therefore, to define the boundaries of your area. All persons who, therefore, live within the areas in which this pilot scheme will take place are asked to co-operate by doing the following:—

- (1) If you happen to live in Port-of-Spain or Chaguanas go to the registration office at the St. James Branch of the Public Library, corner of Bourne and Western Main Roads, Port-of-Spain or the Agricultural Assistant's Quarters, Southern Main Road, Agostini Village, Chaguanas, to be registered. If you live in the Barataria area or the Arima area the registration officer will come to you.
- (2) The trial will last from 25th November to 19th December, 1959. The Registration Offices will be open between 7.30 a.m. and 9.00 a.m., 11.00 a.m. and 1.00 p.m., and 4.30 p.m. and 8.00 p.m., except on Saturdays when the offices will close at 1.00 p.m.
- (3) You should bring with you to the registration office any birth or baptismal certificates you may have, especially those of persons who are in their twenties.
- (4) The head of each family will be required to give information concerning all minors or persons under twenty-one years of age.
- (5) Each person registering will be required to sign the registration record in duplicate.

Thanking you in anticipation for your co-operation.

Yours faithfully,

T. F. FARRELL
Supervisor of Elections.

Electoral Department

PILOT SCHEME

Testing

SYSTEM OF PERMANENT PERSONAL REGISTRATION

You have already been circularised about the Pilot Scheme to test out the system of Permanent Personal Registration which Government is considering.

As the response to the previous circular has been somewhat slow this is to request you again to help in this important test.

You are asked therefore to fill in the facsimile blank registration form below (do not fill in the shaded spaces) and take it in to the registration office. If you live in Port-of-Spain this will be at the St. James Branch of the Public Library at the corner of Bourne's Road and the Western Main Road. If you live in Chaguanas it will be at the Agricultural Assistant's Quarters, Southern Main Road, Agostini Settlement.

These offices will be open until the 19th December. The hours of opening are suited to your convenience, i.e., from 7.30 to 9.00 in the morning, from 11.00 in the morning to 1.00 in the afternoon and from 4.30 (5.30 in Port-of-Spain) to 8.00 in the afternoon.

FULL NAME (SURNAME FIRST)					RESIDENTIAL ADDRESS		
POSTAL ADDRESS			USUAL OCCUPATION		NATURE OF DISABILITY		SERIAL NUMBER
SEX	MARITAL STATUS		COLOUR	HEIGHT	COLOUR OF EYES		PHOTOGRAPH
DISTINGUISHING MARKS		DATE OF BIRTH		PLACE OF BIRTH	WHETHER OF BR. NATIONALITY		
WHETHER CURRENT REGISTRATION LIST CHECKED		WHETHER INCLUDED IN DISTRICT LIST OF CANCELLATIONS		WHETHER REGISTERED PREVIOUSLY			
IF SO, UNDER WHAT NAME (SURNAME FIRST)		IF SO, AT WHAT ADDRESS					
PREVIOUS REGISTRATION NUMBER		WHETHER CHALLENGED		RESULT OF CHALLENGE			
PARTICULARS OF NATURALIZATION					DATE TOOK UP RESIDENCE IN		
PAPERS		NO & YEAR	DATE	TERRITORY		ELECTORAL DISTRICT	THUMB IMPRESSIONS OF ILLITERATE
OWN							
PARENTS		NAME OF PERSON THROUGH WHOM NATURALIZATION ACQUIRED (SURNAME FIRST)					
HUSBANDS							
SIGNATURE OF ELECTOR:							
SIGNATURE OF ASSISTANT REGISTRATION OFFICER							
NOTE: IT IS AN OFFENCE UNDER SECTION _____ OF THE REPRESENTATION OF THE PEOPLE ORDINANCE 1962 TO GIVE INCORRECT INFORMATION TO THE REGISTRATION OFFICER, THE PENALTY FOR WHICH IS A FINE OF \$ _____ OR IMPRISONMENT FOR _____ YEARS							
FULL NAME (SURNAME FIRST)					ELECTION DISTRICT AND POLLING DIVISION		

T. F. FARRELL
Supervisor of Elections.

Electoral Department
PILOT SCHEME
Testing
SYSTEM OF PERMANENT PERSONAL REGISTRATION

Government is considering a new system of registering persons for elections called Permanent Personal Registration. This system of registration is far different from the enumeration to which we have been accustomed and before embarking on the scheme throughout the entire territory, it has been considered advisable to try it out in four small areas, so that it will be possible to see how the system works under local conditions and to get an idea of the difficulties that may arise. This letter is for the purpose of enlisting your aid in this trial. Because of the willing co-operation of the people of Trinidad and Tobago in other trials carried out by Government Departments in other areas it is confidently anticipated that your sense of civic duty will be sufficient to guarantee your help in this case.

The areas chosen are Upper Barataria, parts of Edinburgh, Chase and Agostini Villages (Chaguanas), a section in Arima and one in Port-of-Spain. In two of the areas chosen (Arima and Barataria) the registration will be done by itinerant registration officers, and in the other two (Port-of-Spain and Chaguanas) the registration officers will work in conveniently situated registration offices and the registrants, or persons applying to register, will be required to go to them.

This notice has been posted in the area described below. All persons who live within the area are asked to co-operate by doing the following:—

- (1) If you happen to live in Port-of-Spain go to the registration office at the St. James Branch of the Public Library, corner of Bourne and Western Main Roads, or if in Chaguanas, to the Agricultural Assistant's Quarters, Southern Main Road, Agostini Village, Chaguanas, to be registered. If you live in the Barataria area or the Arima area the registration officer will come to you.
- (2) You should bring with you to the registration office any birth or baptismal certificates you may have, especially those of persons who are in their twenties.
- (3) The head of each family will be required to give information concerning all minors or persons under twenty-one years of age.
- (4) Each person registering will be required to sign the registration record in duplicate.

T. F. FARRELL
Supervisor of Elections.

APPENDIX 2

Definition of Australian Electoral Terms

Assistant Returning Officer	A person, usually a member of the Diplomatic Service or an Officer of the Defence Force, who is appointed to issue postal voting papers at places outside Australia. (Assistant Returning Officers are also appointed within Australia for the purpose of scrutinizing ordinary votes.)	Minister or Minister for the Interior.	The Minister of the Government who is responsible for the Electoral Administration.
Certified List of Voters	Certified copy of the Roll for the Subdivision. Canadian equivalent: Official list of electors for a Polling Division.	Official Roll	An interleaved copy of the Roll (list of electors) kept up to date by day to day manuscript alterations.
Department of Home Affairs	The Federal Government Department which, among other matters, is responsible for the Electoral Administration. The name is now Department of the Interior.	Polling Place	The name of the place at which votes are recorded on Polling Day. Canadian equivalent: Polling Station.
Divisional Returning Officer	An officer of the Commonwealth Public Service who is charged by Statute with the administration of Electoral law within and for the Electoral Division in which he acts. Canadian equivalent: Returning Officer.	Polling Place Area	The old term for the geographical area surrounding a Polling Place. Canadian equivalent: Polling Division.
Electoral Division	The geographical area the residents of which elect one member of Parliament. Canadian equivalent: Electoral District.	Polling Place Roll	The list of the electors who resided in the Polling Place area. Term now obsolete. Canadian equivalent: List of electors for a Polling Division.
Electoral Registrar	The person charged by Statute with the maintenance of the Electoral Rolls. The duties of Electoral Registrar are now performed by Divisional Returning Officers except as mentioned at page 40.	Presiding Officer	The officer in charge of the polling at any Polling Place. Canadian equivalent: Deputy Returning Officer.
House of Representatives	The Lower House of Parliament comprising 124 members, one member being elected to represent each Electoral Division, one to represent the Australian Capital Territory and one the Northern Territory. Canadian equivalent: House of Commons.	Roll	List of electors. May be prepared for Subdivision, Division, or State.
		Scrutineer	Representative of the candidate in Polling Place. Canadian equivalent: Agent of candidate in Polling Station.
		Senate	The Upper House of Parliament comprising 10 members from each State elected under a system of Proportional Representation.
		Subdivision	Similar to Canadian Polling Division although usually much larger. Subdivisions contain, on an average, about 5,000 voters.

APPENDIX 3

Chart Showing Time Intervals Between Date of Issue of Writs
and Nomination and Polling Days in Australia

Date of Issue of Writs	Number of Days from Date of Issue of Writs to Nomination Day	Number of Days from Date of Issue of Writs to Polling Day
November 28, 1931.....	7	21
August 16, 1934.....	7	30
September 24, 1937.....	8	29
August 30, 1940.....	8	22
July 16, 1943.....	14	36
August 21, 1946.....	13	38
October 31, 1949.....	14	40
March 28, 1951.....	9	31
April 2, 1953*.....	15	37
April 23, 1954**.....	13	36
November 7, 1955.....	9	33
October 22, 1958.....	9	31
November 3, 1961.....	11	36
November 1, 1963†.....	7	29
October 26, 1964*.....	14	40
October 31, 1966‡.....	7	26

*Senate only.

**House of Representatives only.

†House of Representatives plus Senate—Queensland.

‡House of Representatives plus Senate—New South Wales, Victoria, Queensland, and Western Australia.

APPENDICES 4 TO 26

Forms Used for System of Continuous Electoral Rolls in Australia

Appendix 4

[FRONT]

Particulars for Enrolment	Surname (in block letters)	COMMONWEALTH OF AUSTRALIA ELECTORAL CLAIM Form 2		
	Christian Names (in full)			
	Place of Living (Give full Address)			
	Occupation	Sex		
	The following particulars relating to claimant will not appear on the Roll, but must be stated on this card.			
Date and Year of Birth	/	Place of Birth	Former Surname	(See Instruction (C) on other side)
To the Electoral Registrar for the Subdivision of				
Division of		State of Queensland		
1.—I am an inhabitant of Australia and have lived therein for six months continuously. 2.—I am a British subject, am not under the age of 21 years, and am qualified to be enrolled as an elector.				
3.—I claim to have my name and particulars for enrolment placed on the Electoral Roll for the abovenamed Subdivision in which I now live and have lived for a period of not less than one month immediately preceding the date of this Claim.				
4.—I am at present enrolled in respect of the following address				
for the Subdivision (or District) of _____ in the State or Territory of _____				
I declare that the whole of the statements made in this Claim are true to the best of my knowledge and belief.				
Personal Signature } of Claimant } _____		Date _____ / _____ /19_____		
I, the undersigned, am an elector or a person qualified to be an elector of the Commonwealth, and I certify that I have seen the abovenamed claimant sign the above claim, and that I either know the statements contained in the claim to be true or have satisfied myself by inquiry of the claimant or otherwise that the said statements are true. (Penalty on witness for failure to fully comply with this requirement—£50.)				
Personal Signature of Witness				
Occupation	Place of Living			
[BACK]				
This form may be used only by a qualified person not under the age of 21 years				
(a) when claiming enrolment or transfer of enrolment, or (b) when notifying a change of address within the same subdivision or applying for the correction of any particulars of an existing enrolment.				
Instructions to be observed when filling in Particulars on the other side of this Claim				
(A) PLACE OF LIVING .—Full address, including number or name (if any) of habitation and name of street (if any) must be inserted.				
(B) PARAGRAPH 4 should be struck out if claimant is NOT already enrolled.				
(C) PERSONAL SIGNATURE OF CLAIMANT .—The signature of the Claimant must be his personal signature. If unable to sign his name in his own handwriting, he may make his mark as his signature but such signature must be made in the presence of the person who signs as witness.				
(D) FORMER SURNAME is to be filled in only by a person who has changed his or her name since last enrolment, including a woman who has changed her name by marriage since last enrolment.				
NOTE .—The claimant should see that he receives an acknowledgment of this claim in due course.				
INSTRUCTIONS TO PERSON WITNESSING ELECTORAL CLAIM				
(i) The person witnessing an electoral claim must be an elector, or a person qualified to be an elector of the Commonwealth.				
(ii) A person shall not sign his name as witness—				
(a) on any blank electoral claim; or				
(b) on any electoral claim which has been wholly or partly filled up unless it has been signed by the person intended to sign it; or				
(c) on any electoral claim unless he has seen the person, whose signature he purports to witness, sign it. Penalty—Fifty pounds.				
(iii) A person shall not write on any electoral claim as his own name (a) the name of another person; or (b) any name not being his own. Penalty—Fifty pounds.				
This space to be filled in by Electoral Registrar:—				
Rec'd (date) _____				
Reg'd (date) _____				
Ack'd (date) _____				
} Initials				

NOTE.—Electoral claim forms and envelopes in which the forms may be sent post free to the Electoral Registrar, may be obtained at any Electoral Office or Post Office.

Appendix 5

[FRONT]

Commonwealth Electoral Papers Only

O.H.M.S.

POST FREE

ELECTORAL CLAIM

FORM 2.

The Commonwealth Electoral Registrar

for the Subdivision of.....

(Postal Address).....

QUEENSLAND

Enrolment, and Notification of Change of Address within Subdivision, are compulsory.

The Commonwealth Electoral Act provides that—

Every qualified person not enrolled for the Subdivision in which he or she lives, and has so lived for a period of one month last past, must, within 21 days after becoming entitled to enrolment or transfer of enrolment, send or deliver to the Registrar for the Subdivision a claim in the within form duly filled in, signed and witnessed.

Every elector who changes his or her place of living from one address in the Subdivision for which he or she is enrolled to another address in that Subdivision must, within 21 days after the date of making the change, notify the Registrar for the Subdivision of the new address, by sending or delivering to him a fresh claim for enrolment or other duly signed communication setting out the facts.

Failure to comply with the law in regard to enrolment or transfer of enrolment or change of address as indicated renders the person concerned liable to a penalty not exceeding £2.

N.B.—1. Any person who is in doubt as to the name of the Subdivision in which he or she lives, is invited to seek information from the nearest Electoral Registrar or Postal or Police official.

2. A person may not have his or her name placed on more than one Electoral Roll or upon any Roll other than that for the Subdivision in which he or she lives.

3. Any elector who is only temporarily absent from his or her place of living, although the period of such absence may exceed one month, is not thereby deemed to have changed his or her place of living for the purposes of transfer of enrolment or notification of change of address.

[BACK]

Commonwealth Electoral Rolls. PERSONS ENTITLED TO BE ENROLLED.

Subject to the disqualifications hereinafter set out—Every person, whether male or female, married or unmarried, who has lived in Australia for six months continuously, and is a British subject, and is not under the age of twenty-one years, shall, subject to the provisions of Part VII of the **Commonwealth Electoral Act**,* be entitled to enrolment on the Commonwealth Electoral Roll for the Subdivision in which he or she lives and has so lived for a period of not less than one month immediately preceding the date of making claim for enrolment.

*(i.e., briefly, subject to the person sending or delivering to the Electoral Registrar for the Subdivision a duly completed claim.)

Disqualifications.

No person who is of unsound mind, and no person attainted of treason, or who has been convicted and is under sentence for any offence punishable under the law of any part of the Queen's Dominions by imprisonment for one year or longer, shall be entitled to have his or her name placed on or retained on any Roll, or to vote at any Senate Election or House of Representatives Election.

A person who is—

- (a) the holder of a temporary entry permit for the purposes of the Migration Act; or
- (b) a prohibited immigrant under that Act,

is not entitled to enrolment.

An aboriginal native of Australia is not entitled to enrolment unless he—

- (a) is entitled under the law of the State in which he resides to be enrolled as an elector of that State and, upon enrolment, to vote at elections for the more numerous House of the Parliament of that State or, if there is only one House of the Parliament of that State, for that House; or
- (b) is or has been a member of the Defence Force.

Notwithstanding any other provision of the Commonwealth Electoral Act, a person to whom section forty-one of the Constitution applies is entitled to enrolment and to vote at any Senate election or House of Representatives election.

Appendix 6

[FRONT]

O. H. M. S.
Commonwealth Electoral Paper only.

Post Free

To—

M

.....

.....

A.C.T.

If not delivered within 7 days, return to
the Electoral Registrar,
Chief Electoral Office, West Row,
Canberra City, A.C.T.

[BACK]

FORM 3. COMMONWEALTH OF AUSTRALIA.—AUSTRALIAN CAPITAL TERRITORY. Regulation 18
Australian Capital Territory Representation Act.—Australian Capital Territory Electoral Regulations.

ACKNOWLEDGMENT OF RECEIPT OF ELECTORAL CLAIM.

TO THE ELECTOR WHOSE NAME APPEARS ON THE BACK HEREOF.

Your electoral claim dated, has been received and, pursuant thereto, your enrolment for the Australian Capital Territory, has been effected or adjusted as required.

Points for Elector to Remember—

1. You should retain this acknowledgment as evidence of your enrolment.
2. Voting at Commonwealth Elections is compulsory.

3. Correct enrolment is compulsory, therefore—

- (a) If you change your place of living, from the address for which you are enrolled to another address in the Territory you should, within 21 days after making such change, notify the Electoral Registrar for the Territory of your new address in the prescribed form (Form 2).*
- (b) If you change your place of living to a Subdivision of a State or a District of the Northern Territory you should, after you have lived therein for a period of one month, send or deliver to the Electoral Registrar for the Subdivision or District a claim for transfer of enrolment in the prescribed form (Form 2)* within 21 days after the expiration of that period.

* Obtainable at any post office.

Failure to comply with the provisions of paragraphs (a) and (b) above will render you liable to a penalty not exceeding £2.

Date.....

.....
Electoral Registrar for the Australian Capital Territory,
Chief Electoral Office, West Row, Canberra City, A.C.T.

NOTE TO ELECTOR.—An elector who is only temporarily absent from his place of living, although the period of such absence may exceed one month, is not thereby deemed to have changed his place of living for the purposes of transfer of enrolment, or change of address on the Roll.

Appendix 7

[FRONT]

O. H. M. S.

Commonwealth Electoral
Papers only.

Post Free.

The Commonwealth Electoral Registrar,

at.....

(State or Territory)

[BACK]

Form 4.

Commonwealth of Australia.—Australian Capital Territory.

Regulation 18.

Australian Capital Territory Representation Act—Australian Capital Territory Electoral Regulations.

NOTIFICATION OF TRANSFER OF ENROLMENT.

To the Electoral Registrar for the Subdivision or District of
You are requested to remove from the Roll kept by you the name of each elector scheduled herein, the elector having now been enrolled pursuant to a claim for transfer of enrolment for the Australian Capital Territory.

SCHEDULE.

No.	Particulars appearing in Claim for Transfer received by me.			Elector's address in Roll kept by you, as set out in Claim received by me.
	Surname.	Christian Names (in full).	Occupation and Sex.	
1				
2				
3				

Date. *Electoral Registrar for the Australian Capital Territory.*

NOTATIONS showing action taken by Registrar to whom notification addressed.			
No.	Name Removed (date).	No. on Roll (if in print), or date of Enrolment (if in manuscript).	Remarks (if case requires).
1			
2			
3			

*To DIVISIONAL RETURNING OFFICER
(or Returning Officer for the
Territory, as case requires).*

*Registrar for
(Subdivision or District.) Date*

Appendix 8

Form 5.

COMMONWEALTH OF AUSTRALIA.

The Commonwealth Electoral Act.

State of **Electoral Division of**

NOTIFICATION TO CLAIMANT OF REFERENCE OF ELECTORAL CLAIM.

To

As I am not satisfied that you are entitled to be enrolled in pursuance of your claim, dated the....., I am referring the claim to the Divisional Returning Officer for his decision.

Upon receipt of the Divisional Returning Officer's decision you will be duly notified in accordance therewith.

Electoral Registrar for the Subdivision of

Address

Dated the day of, 19

Appendix 9

[FRONT]

Form 6.

Reg. 12 [2].

COMMONWEALTH OF AUSTRALIA.

The Commonwealth Electoral Act.

State of Electoral Division of

NOTIFICATION TO CLAIMANT OF REJECTION OF ELECTORAL CLAIM.

To.....

You are hereby notified that your claim to be enrolled on the Electoral Roll for the Subdivision of the above-named Division has been rejected by the Divisional Returning Officer on the ground that *

You are entitled, at any time within one calendar month after the receipt of this notification, to appeal to a Court of Summary Jurisdiction for an order directing that your name may be added to the Roll.

Electoral Registrar for the Subdivision of.....
Address.....

Dated the day of 19

* Here specify reason for rejection.

[BACK]

(TO BE ENCLOSED IN AN ENVELOPE ADDRESSED TO THE CLAIMANT.)

Appendix 10

Form 7.

COMMONWEALTH OF AUSTRALIA

(Reg. 12.)

The Commonwealth Electoral Act

Notification to Claimant of Formal Defect in Electoral Claim.

The attached claim is defective by reason of:

On completion of necessary action please return claim card in enclosed envelope.

Electoral Registrar for the Subdivision of

Address

Dated the _____ day of _____ 19____

Appendix 11

[FRONT AND BACK]

SUBDIVISION OF

COMMONWEALTH OF AUSTRALIA.
The Commonwealth Electoral Act.
State of
CERTIFICATE AUTHORIZING REMOVAL OF NAMES OF ELECTORS FROM ROLL.

Form 8.
COMMONWEALTH OF AUSTRALIA.

The Commonwealth Electoral Act.

State of

Regulation 13. Consecutive No.....

To the Divisional Returning Officer for the Division of I declare that I am qualified for enrolment on the Roll for the Subdivision specified in Column (2) opposite his name, and has secured enrolment for the

I certify that each elector named in Column I is a citizen of the United States and a bona fide resident of the State of California.

Surnames, Christian Names, Place of Living, Occupation and Sex.
in Column (2) opposite this name. (1)

Subdivision specified in Column (1) opposite this name.	(1)	(2) Subdivision on for which Elector has ceased to be entitled to be enrolled.	(3) Subdivision and Division for which Elector has now been enrolled.	(4) (To be filled in by Registrar.)	Remarks.
		Subdivision.	Division.	Name removed.	
Surname, Christian Names, Place of Living, Occupation and Sex.					

To the Electoral Registrar
for the Subdivision or Subdivisions
specified in Column (2) above.

You are directed to remove the name of each of the above-named electors from in Column (4) the action taken by you, and return this form to me for transmission to Specimen in Section 8.

Commonwealth Electoral Officer
for the above-named State.
Dated / / 19
Received (date)
Acted upon and returned to Divisional Returning Officer

Divisional Returning Officer.

Note.—If the Registrar, after making all practicable local inquiry, cannot fully comply with this direction owing to his inability to satisfy himself that a person enrolled on the Roll for a Subdivision keeps his residence in the place of election or that the name of such person is then enrolled for that Subdivision or is satisfied that no such person is then enrolled for that Subdivision and the Commonwealth Returning Officer should, in the "Remarks" column provided in the form for the information of the Commonwealth Returning Officer with a view to such further action as may be necessary.

[FRONT] COMMONWEALTH OF AUSTRALIA—STATE OF NEW SOUTH WALES
The Commonwealth Electoral Act. The Parliamentary Electorates and Elections Act

To the person whose name and address appear on the back hereof

NOTICE OF OBJECTION

NOTICE IS HEREBY GIVEN that an objection has been lodged with me by the Electoral Registrar objecting to your name being retained on the Electoral Roll for the Subdivision of _____ on the ground that you do not live in the Subdivision and have not so lived for at least one month last past.

You are entitled at any time within twenty days from the posting of this notice to answer the objection either orally or in writing.

If you intend to answer the objection orally you should attend at my office at the address given below between the hours of 8.45 a.m. and 5.6 p.m. on any day Monday to Friday (holidays excepted), before the expiration of twenty days from the posting of this notice.

If you claim that your place of living is still in the Subdivision, and you do not desire to attend at my office for the purpose of answering this objection orally, you should, with the least delay, but before the expiration of twenty days from the posting of this notice—

- (a) complete, personally sign, and date the reply at the foot hereof in the presence of a witness; and
- (b) fold the notice so that the address "Divisional Returning Officer for the Division of _____" shall be visible, and send or deliver the notice to me with the reply attached.

If you have ceased to live in the Subdivision as alleged, you need not reply to this objection, but you should take steps to enrol for your correct address. Electoral Claim Cards are obtainable at all Electoral Offices and Post Offices.

If you answer the objection, notice of the decision on the objection will be sent to you.

If you fail to answer the objection within twenty days from the posting of this notice, the objection will be determined, and your name may be struck off the Roll, but no notice of the decision on the objection will be sent to you.

Divisional Returning Officer for the Division of _____

Date _____

NOTE:—If the person to whom this notice is addressed has not permanently ceased to live in the Subdivision but is absent overseas or with the Naval, Military or Air Forces, that fact may be stated in the form at the foot hereof by some other elector who may then sign the form and post it to the Divisional Returning Officer.

REPLY

(To be completed only if the Elector claims that his place of living is still in the Subdivision.)

1. I am the Elector whose enrolment is objected to in this notice.

2. My place of living is still in the Subdivision of (a) _____ for which I retain my qualification for enrolment.

(a) Here
insert
name of
Subdivision.

Personal Signature of Elector

(To be made in presence of Witness)

Address in Subdivision _____

Witness to Signature _____
(Being an Elector or person qualified to be an Elector)

(Note.—If you have changed your address in the Subdivision from that in respect of which you are enrolled, submit a fresh Electoral Claim (Form 2) and avoid penalty—see other side.)

Occupation _____

Place of Living _____

Dated the _____ day of _____, 19_____

[BACK]

COMMONWEALTH ELECTORAL
PAPERS ONLY

11 not delivered within 7 days, return to the Divisional Returning Officer for the

POST FREE

and Notice of Change of Address within Subdivision, are compulsory.

ENVIRONMENT, and POLLUTION, *see* ENVIRONMENT, and POLLUTION.

Failure to comply with the law in regard to enrolment or transfer of enrolment or change of address as above indicated renders the person concerned liable to a penalty not exceeding £2.

N.B.—1. Any person who is deaf as to the name of the Subdivision in which he or she lives is invited to seek information from the nearest Electoral Register or Post or Police Officer.
2. A German, who has his or her name placed on more than one Roll, or upon any Roll other than the address other than the address at which he or she lives, or on a Roll in respect of any address other than the address at which he or she is living, is a person who is only temporarily absent from his or her place of living, although the period of such absence may be extended.
3. Any elector who is not thereby deemed to have changed his or her place of living for the purposes of translation, or nomination, or nomination of change of address.

COMMONWEALTH ELECTORAL
PAPERS ONLY
POST FREE

*The Divisional Returning Officer
for the Division of*

COMMONWEALTH ELECTORAL
PAPERS ONLY
POST FREE

STATE OF

Notice of Objection to Person Objected to on a Ground other
than that of Non-Residence.

To the person objected to, whose name and address appear on the back hereof.

(a) Here insert the name and description of the objector.

NOTICE IS HEREBY GIVEN that an objection has been lodged with me by (a)
objecting to your name being retained on the

(b) Here insert name of Subdivision.

Electoral Roll for the Subdivision of (b)
of this Division

(c) Here insert grounds of objection.

on the following grounds, namely:— (c)

You are entitled at any time within twenty days from the posting of this notice to answer the objection either orally or in writing.

(d) Here insert address of office.

If you intend to answer the objection orally you should attend at my office at (d)
between the hours of 9 a.m. and 4.30 p.m. on any day other than a Saturday, before the expiration of twenty days from the posting of this notice.

If you claim that you are qualified for the enrolment objected to, and do not desire to attend at my office for the purpose of answering this objection orally, you should with the least delay, but before the expiration of twenty days from the posting of this notice—

- (a) complete, personally sign, and date the reply at the foot hereof in the presence of a witness; and
- (b) fold the notice so that the address "Commonwealth Divisional Returning Officer for the Division of _____" shall be visible, and send or deliver the notice to me with reply attached.

If you are not qualified for the enrolment objected to, you need not reply to this objection.

If you answer the objection, notice of the decision on the objection will be sent to you.

If you fail to answer the objection within twenty days from the posting of this notice, the objection will be determined, and your name may be struck off the Roll, but no notice of the decision on the objection will be sent to you.

Divisional Returning Officer for the Division of _____

Postal Address _____

Dated the

day of

19 ...

REPLY.

(To be completed only if the Elector claims that he is qualified for the enrolment objected to.)

I am the Elector whose enrolment is objected to in this notice, and I claim that I am qualified for such enrolment.

My reasons for so claiming are as follow:—(e)

(e) Here set forth reasons relied upon as an answer to the objection.

Personal Signature of Elector

(To be made in presence of Witness.)

Address in Subdivision _____

Witness to Signature
(Being an Elector or person qualified to be an Elector.)

Occupation

Place of Living

Dated the

day of

19

Divisional Returning Officer for the Division of

Signature and address of Sender—

COMMONWEALTH ELECTORAL
PAPERS ONLY.

POST FREE.

[BACK]

COMMONWEALTH ELECTORAL
PAPERS ONLY.

POST FREE.

M

*The Commonwealth Divisional Returning Officer
for the Division of.....
Postal Address*

Signature and address of Sender—

Form 22.

Regulation 31 (1),

COMMONWEALTH OF AUSTRALIA.—STATE OF NEW SOUTH WALES.

Commonwealth Electoral Act.—The Parliamentary Electorates and Elections Act.

NOTICE OF DETERMINATION OF OBJECTION.

T_0

NOTICE IS HEREBY GIVEN that I have considered the objection lodged by _____ to the retention of the name of _____ on the Electoral Roll for the Subdivision of _____, and have decided:—

to remove the said name from the said Electoral Roll:

to dismiss the objection, and to retain the said name on the said Electoral Roll.

If aggrieved by this decision you may, at any time within one calendar month after the receipt of this notice, appeal against the decision to a Court of Summary Jurisdiction.

Divisional Returning Officer for the Division of

Dated the _____ day of _____

19

Appendix 15

[FRONT]

NOTE.—“Election” in this application means a SENATE ELECTION, a HOUSE OF REPRESENTATIVES ELECTION, or a REFERENDUM (under the Referendum [Constitution Alteration] Act), or all of them, as the case requires.

FORM 26.

Regulation 40 (1).

This application should be made after the tenth day prior to the issue of the writ for the election to which it relates to the Divisional Returning Officer for the Division for which the applicant is enrolled or—

- (a) if the applicant has reason to believe that he may not receive a postal vote certificate and postal ballot-paper from that officer in time to vote at that election—to some other Divisional Returning Officer or to the Registrar for a Subdivision declared to be a remote Subdivision in pursuance of sub-section (2.) of section 26 of the Commonwealth Electoral Act;
- (b) if the applicant is enrolled for a Subdivision declared to be a remote Subdivision in pursuance of sub-section (2.) of section 26 of the Commonwealth Electoral Act—to the Registrar for that Subdivision;
- (c) if the applicant is temporarily within the Australian Capital Territory—to the Returning Officer for that Territory at Canberra;
- (d) if the applicant is temporarily within the Northern Territory of Australia—to the Returning Officer for that Territory at Darwin; or
- (e) if the applicant is temporarily outside Australia—to an Assistant Returning Officer at a place outside Australia.

Unless this application is received by the officer to whom it is made before 6 p.m. on the day immediately preceding polling day, a postal vote certificate and postal ballot-paper will not be posted in response to it.

A person who has not made an application for, or who has made an application for but has not been issued with, a postal vote certificate and postal ballot-paper may make an application in person before 8 p.m. on polling day to any of the officers referred to above.

The times specified in the preceding paragraphs should be reckoned according to the standard or legal time in the State or Territory in which the election is to be held.

In order that a postal ballot-paper may be admitted to the scrutiny it should be posted prior to the close of the poll to the Divisional Returning Officer for the Division in respect of which the elector claims to vote so as to reach him before the end of the period of ten days immediately succeeding the close of the poll, or delivered to that officer prior to the close of the poll. If, however, time does not permit of that course, it may be posted or delivered to any other Divisional Returning Officer, or to any Assistant Returning Officer, or delivered on polling day to any Presiding Officer, but in any such case it must reach such Officer before the close of the poll.

NOTE.—If on polling day an elector will be within the State for which he is enrolled, but will not be within the Subdivision for which he is enrolled, he may vote as an Absent Voter at any polling place prescribed for any other Subdivision in the State.

COMMONWEALTH OF AUSTRALIA

The Commonwealth Electoral Act. The Referendum (Constitution Alteration) Act.

Application for a Postal Vote Certificate and Postal Ballot-paper

(1) Here insert name of Division to which application is being sent.

(2) Here insert Surname, Christian name, place of living and occupation as appearing on the Roll.

(3) Here insert name of Subdivision for which enrolled.

(4) Here insert name of Division for which enrolled.

NOTE.—If answer to Question (A) is “Yes”, the applicant is not required to answer Question (B).

NOTE.—The elector MUST strike out any of these grounds which do not apply to his or her particular case.

An elector shall not make, and a person shall not induce an elector to make, any false statement in an application for a Postal Vote Certificate and a Postal Ballot-paper or in the declaration contained in such application. Penalty: Fifty pounds or imprisonment for one month.

Signed by the applicant in his own handwriting in my presence—

Signature of }
Witness } (in own handwriting)

An elector whose name appears on the Roll for a State, for the A.C.T. or for the N.T., or, where the applicant is outside Australia, an officer of the naval, military or air forces of the Commonwealth or some part of the Queen's dominions, a person employed in the Public Service of the Commonwealth, a Territory of the Commonwealth or a part of the Queen's dominions or a Justice of the Peace for, or a minister of religion or medical practitioner resident in, a Territory of the Commonwealth or a part of the Queen's dominions.

Address of
Witness }

Number	Postal Vote Certificate and Postal Ballot-paper issued / / 19
at	
Initials of Issuing Officer	

To the Divisional Returning Officer for the Electoral Division of⁽¹⁾ *

* If the application is being made to an officer other than a Divisional Returning Officer, this line and the address on the other side of this form should be altered accordingly.

(2) Surname	Christian Names (in full)	Place of Living as appearing on Roll	Occupation
I,			

hereby apply for a Postal Vote Certificate and a Postal Ballot-paper (or Postal Ballot-papers) to enable me to vote by post at the next forthcoming Election.

I declare—

(1) That I am an elector enrolled on the Electoral Roll for the Subdivision of⁽²⁾ Division of⁽⁴⁾.

(2) That my answers to the following questions are true and correct in every particular:—

Question

Applicant's Answer

(The following question (A) must be answered by the applicant.)

(A) Is your real place of living within the Division in respect of which you claim to vote?

(The following question (B) must be answered by the applicant if his answer to question (A) is in the negative.)

(B) Was your real place of living, at any time within the three months immediately preceding the date fixed for the polling at the election, within the Division in respect of which you claim to vote?

NOTE.—The words “real place of living” in Questions (A) and (B) include the place of living to which a person, temporarily living elsewhere, has a fixed intention of returning for the purpose of continuing to live thereat.

(3) That the ground on which I apply to vote by post is:—

- (a) That I will not throughout the hours of polling on polling day be within the State for which I am enrolled;
- (b) That I will not throughout the hours of polling on polling day be within five miles by the nearest practicable route of any polling booth open in the State for which I am enrolled for the purposes of an election;
- (c) That I will throughout the hours of polling on polling day be travelling under conditions which will preclude me from voting at any polling booth in the State for which I am enrolled;
- (d) That I am seriously ill or infirm and by reason of such illness or infirmity will be precluded from attending at any polling booth to vote;
- (e) That I will, by approaching maternity, be precluded from attending at any polling booth to vote;
- (f) That I am, by reason of my membership of a religious order or my religious beliefs, precluded—
 - (i) from attending at a polling booth; or
 - (ii) from voting throughout the hours of polling on polling day or throughout the greater part of those hours.

(4) That my place of living at the time when the Postal Vote Certificate and the Postal Ballot-paper (or Postal Ballot-papers) would be delivered in the ordinary course of post will be as follows:—

Here insert full place of living address to which it is required postal voting papers be posted.

Signature of }
Applicant } (in own handwriting)

(NOTE.—A marksman cannot vote by post.)

Dated at

the day of 19

The attention of the Witness is drawn to his obligations printed on the other side of this form.

POST FREE

O.H.M.S.

Commonwealth Electoral
Paper Only

Application for a Postal Vote Certificate
and Postal Ballot-paper.

URGENT

The Commonwealth Divisional Returning Officer
for the Electoral Division of _____
(Postal Address) _____
State of _____

OBLIGATIONS OF ELECTOR (OR OTHER PERSON) WITNESSING AN APPLICATION FOR A POSTAL VOTE CERTIFICATE AND POSTAL BALLOT-PAPER.

An Elector (or other person) shall not witness the signature of any elector to an application for a Postal Vote Certificate and Postal Ballot-paper unless—

- (a) he has satisfied himself as to the identity of the applicant;
- (b) he has seen the applicant sign the application in his (the applicant's) own handwriting; and
- (c) he knows that the statements contained in the application are true, or has satisfied himself by inquiry from the applicant or otherwise that the statements contained in the application are true.

PENALTY: Fifty pounds or imprisonment for one month.

The Elector (or other person) witnessing the application shall sign his name in his own handwriting on the application in the space provided for the purpose, and shall add the date.

PENALTY FOR INDUCING ELECTOR TO APPLY FOR POSTAL VOTE.

A person shall not persuade or induce, or associate himself with a person in persuading or inducing, an elector to make application for a Postal Vote Certificate and Postal Ballot-paper.

PENALTY: Fifty pounds or imprisonment for one month.

PENALTY FOR FAILURE TO POST OR DELIVER APPLICATION FOR POSTAL VOTE CERTIFICATE AND POSTAL BALLOT-PAPER.

Any person to whom an application for a Postal Vote Certificate and Postal Ballot-paper is entrusted by a voter for the purpose of posting or delivery to a Divisional Returning Officer (or other officer to whom it is addressed) and who fails to forthwith post or deliver the application shall be guilty of an offence.

PENALTY: Fifty pounds or imprisonment for one month.

Form for use by an ENROLLED elector who is temporarily overseas—including an ENROLLED member of the Defence Force on service outside Australia.

Form 26 (Modified)

Regulation 40 (1) (a).

COMMONWEALTH OF AUSTRALIA

The Commonwealth Electoral Act

The Australian Capital Territory Electoral Regulations

The Referendum (Constitution Alteration) Act
The Northern Territory Electoral RegulationsApplication for a Postal Vote Certificate and
Postal Ballot-Paper by an Enrolled Elector

To: The Assistant Returning Officer at (a)

<i>Surname</i>	<i>Christian names (in full)</i>		
I,			
<i>Place of living as appearing on Roll</i> of	<i>State (or Territory)</i>	<i>Occupation</i>	
.....

hereby apply for a Postal Vote Certificate and a Postal Ballot-paper (or Postal Ballot-papers) to enable me to vote by post at the forthcoming Senate Election, House of Representatives Election or Referendum, or any or all of them as the case requires.

I DECLARE

(1) that I am an elector enrolled on the Electoral Roll for:

the Subdivision (or District) of

of the Division (or Territory) of

(a) If the application is made to an officer other than an Assistant Returning Officer, alter accordingly.

(2) that my answers to the following Questions are true:

(A) is your real place of living (b) within the Division (or Territory) in respect of which you claim to vote?

(B) (to be answered only if your answer to the previous Question is 'No')

was your real place of living (b) at any time within the three months immediately preceding the date fixed for the polling at the Election or Referendum within the Division (or Territory) in respect of which you claim to vote?

(3) that the ground on which I make this application is that I will not throughout the hours of polling on polling day be within the State (or Territory) for which I am enrolled.

(b) Real place of living includes the place of living to which a person temporarily living elsewhere has a fixed intention of returning for the purpose of continuing to live there.

Write 'Yes' or 'No.'

Write 'Yes' or 'No.'
— if applicable.

The address to which the Postal Vote Certificate and the Postal Ballot-paper (or Postal Ballot-papers) may be posted to me is as follows (c)

.....
.....An elector shall not make, and a person shall not induce an elector to make any false statement in an application for a Postal Vote Certificate and a Postal Ballot-paper, or in the declaration contained in such application. **Penalty \$100** or imprisonment for one month.(c) To be completed only when the material is to be sent by post.
The elector may, upon application, obtain personal delivery from the issuing Officer.

Signature of applicant in own handwriting (d)

(d) A marksman cannot vote by post.

Signed by the applicant in his own handwriting in my presence

Signature of witness (e) in own handwriting

(e) The witness must be an elector whose name appears on the Roll for a State, for the Australian Capital Territory or for the Northern Territory, or an officer of the Naval, Military or Air Forces of the Commonwealth or of some other part of the Queen's dominions, a person employed in the public service of the Commonwealth or of a Territory of the Commonwealth or of a part of the Queen's dominions, or a Justice of the Peace for, or a minister of religion or medical practitioner resident in, a Territory of the Commonwealth or a part of the Queen's dominions.

Address of witness:

.....
.....

(f) Dated at

the day of 19

(f) Date to be inserted by the witness.

See back of form
for obligations
of witness, etc.

OBLIGATIONS OF WITNESS, ETC.

A person shall not witness the signature of any elector to an application for a Postal Vote Certificate and Postal Ballot-paper unless—

- (a) he has satisfied himself as to the identity of the applicant;
- (b) he has seen the applicant sign the application in his (the applicant's) own handwriting; and
- (c) he knows that the statements contained in the application are true, or has satisfied himself by inquiry from the applicant or otherwise that the statements contained in the application are true.

Penalty: \$100 or imprisonment for one month.

A person witnessing an application shall sign his name in his own handwriting on the application in the space provided for the purpose, and shall add his address and the date.

A person shall not persuade or induce or associate himself with a person in persuading or inducing an elector to make application for a Postal Vote Certificate and Postal Ballot-paper.

Penalty: \$100 or imprisonment for one month.

A person to whom an application for a Postal Vote Certificate and Postal Ballot-paper is entrusted by an elector for the purpose of posting or delivery to the officer to whom it is made and who fails to forthwith post or deliver the application shall be guilty of an offence.

Penalty: \$100 or imprisonment for one month.

Appendix 16 (2)

[FRONT]

Form for use by an UNENROLLED member of the Defence Force on Service outside Australia
(including a person accompanying a part of such Force) who is NOT LESS THAN 21 YEARS OF AGE.

FORM 26A (Modified)

Regulation 40 (1) (b).

COMMONWEALTH OF AUSTRALIA

The Commonwealth Electoral Act
The Australian Capital Territory Electoral Regulations

The Referendum (Constitution Alteration) Act
The Northern Territory Electoral Regulations

Application for a Postal Vote Certificate and Postal Ballot-Paper by an unenrolled Elector not less than 21 years of age to whom Section 39A^(a) of the Commonwealth Electoral Act applies

To: The Assistant Returning Officer at(b).....

Surname	Christian names (in full)		
I,.....			
Rank (or in the case of a person accompanying the Defence Force—Designation)	Number (if applicable)		Name of Unit
Address of place at which applicant ordinarily lived before departure from Australia of.....	State (or Territory)	Electoral Division (if not known leave blank for completion by Assistant Returning Officer)	

hereby apply for a Postal Vote Certificate and a Postal Ballot-paper (or Postal Ballot-papers) to enable me to vote at the forthcoming Senate Election, House of Representatives Election or Referendum, or any or all of them as the case requires, as an elector of the Electoral Division (or Territory) in which the abovementioned address is located.

I DECLARE AS FOLLOWS:

(1) the grounds on which I am entitled to vote are—
 (a) that I am a member of the Defence Force on service outside Australia or a person accompanying a part of the Defence Force on service outside Australia;
 (b) that I am not less than 21 years of age;
 (c) that I have lived in Australia for six months continuously;
 (d) that I am a British subject; and
 (e) that my name does not appear on an Electoral Roll under the Commonwealth Electoral Act, the Australian Capital Territory Electoral Regulations or the Northern Territory Electoral Regulations.

(2) the grounds on which I make this application are that I am an elector for the reasons set out above.

The address to which the Postal Vote Certificate and the Postal Ballot-papers (or Postal Ballot-papers) may be posted to me is as follows: (c)

.....

(a) See Extract from Commonwealth Electoral Act at foot of form.

(b) If the application is made to an officer other than an Assistant Returning Officer, enter accordingly.

An elector shall not make, and a person shall not induce an elector to make, any false statement in an application for a Postal Vote Certificate and a Postal Ballot-paper or in the declaration contained in such application. Penalty \$100 or imprisonment for one month.

(c) To be completed only when the material is to be sent by post. The elector may, upon application, obtain personal delivery from the issuing Officer.

.....
Signature of applicant in own handwriting(d)

(d) A marksman cannot vote by post.

Signed by the applicant in his own handwriting in my presence

.....

.....
Signature of witness(e) in own handwriting

Address of witness:

.....

(e) The witness must be an elector whose name appears on the Roll for a State, for the Australian Capital Territory, for a Territory or an office, or a member of the Military or Air Forces of the Commonwealth or of any other part of the Queen's dominions, a person employed in the public service of the Commonwealth or of a Territory of the Commonwealth or of a part of the Queen's dominions, or a Justice of the Peace for, or a minister of religion or medical practitioner resident in, a Territory of the Commonwealth or a part of the Queen's dominions.

(f) Dated at

(f) Date to be inserted by the witness.

the day of 19.....

SECTION 39A.—

(1) Where a member of the Defence Force who is on service outside Australia is not an elector but—
 (a) is not less than twenty-one years of age;
 (b) has lived in Australia for six months continuously; and,
 (c) is a British subject,

the member shall, for the purposes of this Act, be deemed to be an elector and,, is entitled to vote at elections under this Act as if his name appeared on the Roll for the Subdivision in which, immediately before his departure from Australia, he ordinarily lived.

(2) For the purposes of the last preceding sub-section, a person, not being a member of the Defence Force, who accompanies a part of the Defence Force shall be deemed to be a member of the Defence Force and on service with that part of the Defence Force.

See back of form
for obligations
of witness, etc.

OBLIGATIONS OF WITNESS, ETC.

A person shall not witness the signature of any elector to an application for a Postal Vote Certificate and Postal Ballot-paper unless—

- (a) he has satisfied himself as to the identity of the applicant;
- (b) he has seen the applicant sign the application in his (the applicant's) own handwriting; and
- (c) he knows that the statements contained in the application are true, or has satisfied himself by inquiry from the applicant or otherwise that the statements contained in the application are true.

Penalty: \$100 or imprisonment for one month.

A person witnessing an application shall sign his name in his own handwriting on the application in the space provided for the purpose, and shall add his address and the date.

A person shall not persuade or induce or associate himself with a person in persuading or inducing an elector to make application for a Postal Vote Certificate and Postal Ballot-paper.

Penalty: \$100 or imprisonment for one month.

A person to whom an application for a Postal Vo'e Certificate and Postal Ballot-paper is entrusted by an elector for the purpose of posting or delivery to the officer to whom it is made and who fails to forthwith post or deliver the application shall be guilty of an offence.

Penalty: \$100 or imprisonment for one month.

Appendix 16 (3)

[FRONT]

Form for use by a person UNDER 21 YEARS OF AGE who is, or has at any time been, on SPECIAL SERVICE as a member of the Defence Force.

FORM 26a (Modified)

Regulation 40 (1) (c)

COMMONWEALTH OF AUSTRALIA

The Commonwealth Electoral Act

The Australian Capital Territory Electoral Regulations

The Referendum (Constitution Alteration) Act
The Northern Territory Electoral Regulations

**Application for a Postal Vote Certificate and
Postal Ballot-Paper by an unenrolled Elector
less than 21 years of age to whom Section 39A^(a)
of the Commonwealth Electoral Act applies**

To: The Assistant Returning Officer at(b).....

Surname	Christian names (in full)	
I,.....		
Rank (if applicable)	Number (if applicable)	Name of Unit (or former Unit)

If outside Australia at the time of the issue of the Writ for the Election or Referendum—the address of the place at which applicant ordinarily lived immediately before departure from Australia If in Australia at the time of the issue of the Writ—the address of the place of living at that time of.....	State (or Territory)	Electoral Division (if not known, leave blank for completion by Assistant Returning Officer)
--	----------------------	--

hereby apply for a Postal Vote Certificate and a Postal Ballot-paper (or Postal Ballot-papers) to enable me to vote by post at the forthcoming Senate Election, House of Representatives Election or Referendum, or any or all of them as the case requires, as an elector of the Electoral Division (or Territory) in which the abovementioned address is located.

I DECLARE AS FOLLOWS:

(1) the grounds on which I am entitled to vote are—
 (a) that I am less than 21 years of age;
 (b) that—
 (i) I am a member of the Defence Force and am, or have been, on Special Service; or
 (ii) my real place of living(c) is in Australia and I have ceased to be a member of the Defence Force but I have been on Special Service;
 (c) that at some time before the commencement of "Special Service" referred to above I lived in Australia for six months continuously; and
 (d) that I am a British subject.

(2) that the grounds on which I make this application are that I am an elector for the reasons set out above.

The address to which the Postal Vote Certificate and the Postal Ballot-paper (or Postal Ballot-papers) may be posted to me is as follows:(d)

.....

An elector shall not make, and a person shall not induce an elector to make, any false statement in an application for a Postal Vote Certificate and a Postal Ballot-paper, or in the declaration contained in such application. Penalty \$100 or imprisonment for one month.

(e) A marksman cannot vote by post.

Signed by the applicant in his own handwriting(e)

Signed by the applicant in his own handwriting in my presence

Signature of witness(f) in own handwriting

Address of witness:

(f) The witness must be an elector whose name appears on the Roll for a State, for the Australian Capital Territory or for the Northern Territory, or an officer of the Naval, Military or Air Forces of the Commonwealth or of some part of the Queen's dominions, a person employed in the public service of the Commonwealth or of a Territory of the Commonwealth or of a part of the Queen's dominions, a Justice of the Peace for, or a minister of religion or medical practitioner resident in, a Territory of the Commonwealth or a part of the Queen's dominions.

(g) Dated at.....

the..... day of..... 19.....

(g) Date to be inserted by the witness.

See back of form
for obligations
of witness, etc.SECTION 39A
(3.) Witness—

EXTRACT FROM THE COMMONWEALTH ELECTORAL ACT 1918-1966

(a) a person who is less than twenty-one years of age—
 (i) a member of the Defence Force, or has at any time (whether before or after the commencement of this sub-section) been, on special service; or
 (ii) being a person whose real place of living is in Australia, has ceased to be a member of the Defence Force, but has at any time (whether before or after the commencement of this sub-section) been on special service;

(b) at any time before the commencement of that special service, he lived in Australia for six months continuously; and

(c) he is a British subject.

he shall, for the purposes of this Act, be deemed to be an elector..... entitled to vote at an election under this Act as if his name appeared on the Roll for the Subdivision—
 (d) if he was outside Australia at the time the writ for the election was issued—in which, immediately before his departure from Australia, he ordinarily lived; or
 (e) if he was in Australia at the time the writ for the election was issued—in which he was living at that time.

"Special Service" in relation to a person means service of the person as a member of the Naval, Military or Air Forces during a period comprising—

(a) a period when he is outside Australia and his or his unit is allotted for special duty in a special area; and
 (b) if, at the end of that period, he is outside Australia, and travels to a place other than the place where he is at the end of that period, being a place to which he or his unit is allotted for duty other than special duty—the period commencing at the end of that period and ending at the time when—
 (i) he arrives at that other place;
 (ii) he commences a further period of special service; or
 (iii) he ceases to be outside Australia; whichever first occurs.

"Special Duty" in relation to a special area means duty relating directly to the warlike operations or state of disturbance by reason of which the declaration in respect of the area has been made by regulation in accordance with section four of the Repatriation (Special Overseas Services) Act.

OBLIGATIONS OF WITNESS, ETC.

A person shall not witness the signature of any elector to an application for a Postal Vote Certificate and Postal Ballot-paper unless—

- (a) he has satisfied himself as to the identity of the applicant;
- (b) he has seen the applicant sign the application in his (the applicant's) own handwriting; and
- (c) he knows that the statements contained in the application are true, or has satisfied himself by inquiry from the applicant or otherwise that the statements contained in the application are true.

Penalty: \$100 or imprisonment for one month.

A person witnessing an application shall sign his name in his own handwriting on the application in the space provided for the purpose, and shall add his address and the date.

A person shall not persuade or induce or associate himself with a person in persuading or inducing an elector to make application for a Postal Vote Certificate and Postal Ballot-paper.

Penalty: \$100 or imprisonment for one month.

A person to whom an application for a Postal Vote Certificate and Postal Ballot-paper is entrusted by an elector for the purpose of posting or delivery to the officer to whom it is made and who fails to forthwith post or deliver the application shall be guilty of an offence.

Penalty: \$100 or imprisonment for one month.

1963 FEDERAL ELECTIONS

Issue of Writ—1st November, 1963.
 Close of Nominations—8th November, 1963.
 Polling Day—30th November, 1963.

POSTAL VOTING

An Australian elector travelling abroad during the occurrence of a Federal Election or Referendum should record his or her vote thereat under the postal voting provisions of the Commonwealth law.

An application (in the prescribed form) for a Postal Vote Certificate and Postal Ballot-paper may be made at any time between ten days prior to the issue of the Writ for the election or referendum and the polling day. However, in the case of an election, a Postal Vote Certificate and Postal Ballot-paper cannot be issued in response to an application until after the close of the nomination of the candidates, usually about fourteen days after the issue of the Writ.

Postal Vote Application forms are obtainable from any Electoral Office or

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Post Office in Australia, from the Assistant Returning Officer at Australia House, London, or other Assistant Returning Officer outside Australia or from the office of any Australian Embassy, Australian High Commission, Australian Consulate-General or Australian Legation overseas.

An elector already overseas on the occurrence of an election or referendum may, at any time between the close of nominations and the polling day in the case of an election (or between the issue of the Writ and the polling day in the case of a referendum) lodge an application with, and obtain a Postal Vote Certificate and Postal Ballot-paper from, the Assistant Returning Officer at Australia House, London, or other Assistant Returning Officer outside Australia.

NOTE.—Places (other than Australia House, London) at which Assistant Returning Officers are located overseas include the offices of the Australian Embassy at Bangkok (Thailand), Bonn (W. Germany), Buenos Aires (Argentina), Cairo (Egypt), Capetown (South Africa), Djakarta (Indonesia), Paris (France), Rome (Italy), Saigon (Sth. Vietnam), The Hague

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(Holland), Tokyo (Japan), and Washington (U.S.A.); The Australian High Commission at Colombo (Ceylon), Karachi (Pakistan), Kuala Lumpur (Malaysia), New Delhi (India), Ottawa (Canada), and Wellington (N.Z.); The Australian Deputy High Commissioner at Singapore (Malaysia), The Australian Consulate-General at Athens (Greece) and San Francisco (U.S.A.) and the Australian Government Trade Commissioner at Hong Kong.

An elector leaving Australia between the tenth day preceding the issue of the Writ and the close of nominations in the case of an election (or within the ten days preceding the issue of the Writ in the case of a referendum) who will not reach his or her destination in time to obtain a Postal Vote Certificate and Postal Ballot-paper from an Assistant Returning Officer overseas before the polling day, should lodge his or her application with a Divisional Returning Officer in Australia before departure, and, in that event, the Divisional Returning Officer will, if possible, air mail the Postal Vote Certificate and Postal Ballot-paper to the elector at an *en route* or overseas address immediately after the close of nominations for the election, or

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the issue of the Writ for the referendum, as the case may be.

An elector leaving Australia between the close of nominations and the polling day in the case of an election (or between the issue of the Writ and the polling day in the case of a referendum) should make application to, and obtain his or her Postal Vote Certificate and Postal Ballot-paper from, a Divisional Returning Officer in Australia before departure.

The simplest way of doing this is to attend the office of a Divisional Returning Officer (i.e., any Divisional Returning Officer in any State) when the necessary certificate and ballot-paper may be obtained and the vote recorded on the spot.

*Chief Electoral Office for the Commonwealth,
 Canberra, A.C.T.*

Appendix 18 (1)

[FRONT]

Commonwealth of Australia.

The Commonwealth Electoral Act. The Referendum (Constitution Alteration) Act.

POSTAL VOTE CERTIFICATE

No. _____

I hereby certify that _____ of _____ is entitled (subject to the provisions of the Commonwealth Electoral Act) to vote by post in respect of the Division of _____ State of _____ at the Senate Election or House of Representatives Election or any Referendum, or all of them, as the case requires, to be held on Saturday, the _____

Date _____

Divisional Returning Officer for the Division of _____, or
Returning Officer for the Australian Capital Territory, or
Returning Officer for the Northern Territory, or
Registrar for the Subdivision of _____

CERTIFICATE OF VOTER

I, the person named in the above certificate, hereby certify that the signature of voter hereunder is my personal signature written by me with my own hand.

Signature of Voter (in his or her own handwriting) _____

NOTE—Any person who makes the signature of any other person in this certificate is liable to a penalty of Fifty pounds.

CERTIFICATE OF AUTHORIZED WITNESS*

I hereby certify that the above certificate was signed by the voter in his or her own handwriting in my presence at _____ (here insert address of place where signature is made and witnessed).

Signature of Authorized Witness (in own handwriting) _____

An elector whose name appears on the roll for the State or Territory of _____

Address of Witness _____ Date _____ 19_____

NOTE—Any person who signs this certificate as witness without having seen the voter sign the above certificate is liable to a penalty of £50.

*Where vote is recorded outside Australia—see reference to Authorized Witness in the printed “Directions to Elector and Authorized Witness” issued by the Chief Electoral Officer.

[BACK]

Post Free

O.H.M.S.

Commonwealth Electoral Papers only

The
DIVISIONAL RETURNING OFFICER
for the Commonwealth Electoral Division

of _____

(Postal Address) _____

(2) Any person to whom this envelope, containing a ballot-paper (or ballot-papers) is entrusted by the voter for the purpose of posting or delivery to a Divisional Returning Officer or Assistant Returning Officer, or delivery to a Presiding Officer, who fails to forthwith post or deliver the envelope, shall be guilty of an offence. Penalty: Fifty pounds or imprisonment for one month.

(3) No person other than the Returning Officer for the Division concerned, or any officer acting under his directions, shall open this envelope after the ballot-paper (or ballot-papers) has or have been placed therein and the envelope fastened. Penalty: Fifty pounds.

State of _____

Appendix 18 (2)

[FRONT]

COMMONWEALTH OF AUSTRALIA. The *Commonwealth Electoral Act*. The *Referendum (Constitution Alteration) Act*.

POSTAL VOTE CERTIFICATE.

No.

I hereby certify that of
 is entitled (subject to the provisions of the *Commonwealth Electoral Act*) to vote by post in respect of the Division of State of at the Senate or House of Representatives Election or Referendum, or all of them, as the case requires, to be held on Saturday, the
 Assistant Returning Officer at Date

CERTIFICATE OF VOTER.

I, the person named in the above certificate, hereby certify that the signature of voter hereunder is my personal signature written by me with my own hand.

Signature of Voter (in his or her own handwriting).....

NOTE.—A person who makes the signature of any other person in this certificate is liable to a penalty of £50.

CERTIFICATE OF AUTHORIZED WITNESS.*

I hereby certify that the above certificate was signed by the voter in his or her own handwriting in my presence at (here insert address of place where signature is made and witnessed).

Signature of Authorized Witness (in own handwriting).....

Title under which witness acts as Authorized Witness*

Address of Witness..... Date/...../19.....

NOTE.—A person who signs this certificate as witness without having seen the voter sign the above certificate is liable to a penalty of £50.

* As to whom may act as Authorized Witness and how title under which witness acts may be expressed—see reference on back of printed “Directions to Elector and Authorized witness” issued by the Chief Electoral Officer.

[BACK]

O. H. M. S.

Commonwealth Electoral Papers Only.

Affix
Air Mail
Postage
Here.

**The Divisional Returning Officer,
for the Commonwealth Electoral Division of—**

.....
 (Postal Address).....

State of

AUSTRALIA

These Directions should be noted by the Elector, and handed to the Authorized Witness for his information and guidance at the same time as the Elector exhibits to him the unmarked Ballot-paper (or Ballot-papers) and Postal Vote Certificate.

POSTAL VOTING

DIRECTIONS TO ELECTOR AND AUTHORIZED WITNESS

NOTE.—Any elector whose name appears on a Roll is now an Authorized Witness (see other side).

(a) The elector shall exhibit his unmarked ballot-paper (or ballot-papers) and postal vote certificate to the authorized witness.

(b) The elector shall then and there, in the presence of the authorized witness, sign his name in his own handwriting on the postal vote certificate in the place provided for the signature of the voter.

(c) The authorized witness shall then and there sign his name in his own handwriting on the postal vote certificate in the place provided for the signature of the authorized witness, and shall add the name of the State or Territory for which he is enrolled, his address and the date.

NOTE.—Where a vote is recorded outside Australia, the authorized witness shall, where necessary, delete from the certificate the words "An elector whose name appears on the Roll for the State or Territory of....." and insert in lieu thereof the title under which he acts as an authorized witness, namely, "Officer of the naval [military or air] forces of.....", (the Commonwealth or other part of the Queen's dominions), "Person employed in the Public Service of.....", (the Commonwealth, a Territory thereof or other part of the Queen's dominions), "Justice of the Peace for.....", (a Territory of the Commonwealth or a part of the Queen's dominions), "Minister of religion resident in.....", (a Territory of the Commonwealth or a part of the Queen's dominions) or "Medical Practitioner resident in.....", (a Territory of the Commonwealth or a part of the Queen's dominions), as the case may be.

(d) The elector shall then and there, in the presence of the authorized witness, but so that the authorized witness cannot see the vote, mark his vote on the ballot-paper (or ballot-papers) in accordance with the Directions printed thereon, and shall fold the ballot-paper (or ballot-papers), place it (or them) in the envelope addressed to the Divisional Returning Officer (i.e., the postal vote certificate envelope) and fasten the envelope.

(e) The elector shall forthwith post or deliver the envelope, or cause it to be posted or delivered, to the Divisional Returning Officer.

(f) If the elector's sight is so impaired that he cannot vote without assistance, a person appointed by the elector shall mark the elector's vote on the ballot-paper (or ballot-papers) in the presence of the authorized witness, and shall then and there fold the ballot-paper (or ballot-papers) so that the vote cannot be seen, place the ballot-paper (or ballot-papers) in the envelope addressed to the Divisional Returning Officer, fasten the envelope, and hand it to the voter, who shall forthwith post or deliver it, or cause it to be posted or delivered, to the Divisional Returning Officer. Provided that if no person is appointed by the elector, the authorized witness, if so requested by the elector, shall take the action required by this paragraph to be taken by a person appointed by the elector.

(g) Notwithstanding anything contained in these Directions, in any case in which a postal ballot-paper (or ballot-papers) if posted prior to the close of the poll as provided in paragraph (e) or paragraph (f) of these Directions would not reach the Divisional Returning Officer for the Division in respect of which the elector claims to vote before the end of the period of ten days immediately succeeding the close of the poll, or, if delivered as provided in paragraph (e) or paragraph (f), would not reach that Divisional Returning Officer before the close of the poll, the envelope containing the ballot-paper (or ballot-papers) may be addressed to, and posted or delivered to, any other Divisional Returning Officer or to an Assistant Returning Officer, or may be delivered on polling day to any Presiding Officer, and the Divisional Returning Officer, Assistant Returning Officer, or Presiding Officer, as the case may be, shall deal with it in the prescribed manner.

FURTHER DIRECTIONS TO AUTHORIZED WITNESS

The authorized witness shall not, unless the elector's sight is so impaired that he cannot vote without assistance and no person is appointed by the elector to mark his vote for him, look at or make himself acquainted with the vote given by the elector, and, except as provided in paragraph (f) of the preceding Directions shall not suffer or permit any person (other than the elector) to see or become acquainted with the elector's vote, or to assist the elector to vote, or to interfere in any way with the elector in relation to his vote.

Every authorized witness shall—

- (a) comply with the preceding Directions insofar as they are to be complied with on his part;
- (b) see that the preceding Directions are complied with by every elector voting by post before him, and by every person present when the elector votes; and
- (c) refrain from disclosing any knowledge of the vote of any elector voting by post before him.

Penalty: One hundred pounds or imprisonment for three months.

An authorized witness shall not influence, or attempt to influence, in any way, the vote of an elector voting by post before him.

Penalty: One hundred pounds or imprisonment for six months.

AUTHORIZED WITNESSES

The following persons are Authorized Witnesses for postal voting purposes, namely:—

- (a) *any elector whose name appears on the Roll* for a State, for the Australian Capital Territory or for the Northern Territory of Australia; and
- (b) *where the vote is recorded outside Australia*—
 - (i) an officer of the naval, military or air forces of the Commonwealth or of some other part of the Queen's dominions;
 - (ii) a person employed in the Public Service of the Commonwealth, a Territory of the Commonwealth or a part of the Queen's dominions; and
 - (iii) a Justice of the Peace for, or a minister of religion or medical practitioner resident in, a Territory of the Commonwealth or a part of the Queen's dominions.

Provided that no person who is a candidate at any election shall be an authorized witness at that election.

DUTY OF PERSONS PRESENT WHEN AN ELECTOR VOTES BY POST

Any person present when an elector is before an authorized witness for the purpose of voting by post shall—

- (a) obey all directions of the authorized witness; and
- (b) except as provided by paragraph (f) of the preceding Directions—
 - (i) refrain from making any communication whatever to the elector in relation to his vote;
 - (ii) refrain from assisting the elector or in any manner interfering with him in relation to his vote;
 - (iii) refrain from looking at the elector's vote or from doing anything whereby he may become acquainted with the elector's vote.

Penalty: One hundred pounds or imprisonment for three months.

PENALTY FOR UNLAWFULLY MARKING BALLOT-PAPER

No person other than—

- (a) the elector to whom the postal ballot-paper has been issued; or
- (b) a person appointed by the elector or an authorized witness, acting in pursuance of paragraph (f) of these Directions to Elector and Authorized Witness, assisting an elector whose sight is so impaired that he cannot vote without assistance,

shall mark a vote upon the postal ballot-paper.

Penalty: One hundred pounds or imprisonment for six months.

PENALTY FOR INDUCING ELECTOR TO HAND OVER POSTAL BALLOT-PAPER

A person shall not persuade or induce an elector to hand over to him a postal ballot paper upon which a 100 vote has been recorded.

Penalty: Fifty pounds or imprisonment for one month.

Authorized by the Chief Electoral Officer for the Commonwealth.

[See other side]

These Directions should be noted by the Elector, and handed to the Authorized Witness for his information and guidance at the same time as the Elector exhibits to him the unmarked Ballot-paper (or Ballot-papers) and Postal Vote Certificate.

POSTAL VOTING

DIRECTIONS TO ELECTOR AND AUTHORIZED WITNESS VOTING AT A PLACE OUTSIDE AUSTRALIA

NOTE.—For persons entitled to act as Authorized Witness—See other side.

(a) The elector shall exhibit his unmarked ballot-paper (or ballot-papers) and postal vote certificate to the authorized witness.

(b) The elector shall then and there, in the presence of the authorized witness, sign his name in his own handwriting on the postal vote certificate in the place provided for the signature of voter.

(c) The authorized witness shall then and there sign his name in his own handwriting on the postal vote certificate in the place provided for the signature of authorized witness, and shall add the title under which he acts as authorized witness (see Note on other side), his address and the date.

(d) The elector shall then and there, in the presence of the authorized witness, but so that the authorized witness cannot see the vote, mark his vote on the ballot-paper (or ballot-papers) in accordance with the Directions printed thereon, and shall fold the ballot-paper (or ballot-papers), place it (or them) in the envelope addressed to the Divisional Returning Officer (or Returning Officer) (i.e., the postal vote certificate envelope) and fasten the envelope.

(e) The elector shall forthwith post the envelope, or cause it to be posted, to the Divisional Returning Officer (or Returning Officer).

NOTE.—Any such envelope posted overseas should be sent AIR MAIL and bear full air mail postage.

(f) If the elector's sight is so impaired that he cannot vote without assistance, a person appointed by the elector shall mark the elector's vote on the ballot-paper (or ballot-papers) in the presence of the authorized witness, and shall then and there fold the ballot-paper (or ballot-papers) so that the vote cannot be seen, place the ballot-paper (or ballot-papers) in the envelope addressed to the Divisional Returning Officer (or Returning Officer), fasten the envelope, and hand it to the voter, who shall forthwith post it, or cause it to be posted, to the Divisional Returning Officer (or Returning Officer). Provided that if no person is appointed by the elector, the authorized witness, if so requested by the elector, shall take the action required by this paragraph to be taken by a person appointed by the elector.

(g) Notwithstanding anything contained in these Directions, in any case in which a postal ballot-paper (or ballot-papers) if posted prior to the close of the poll as provided in paragraph (e) or paragraph (f) of these Directions would not reach the Divisional Returning Officer for the Division (or the Returning Officer for the Territory) in respect of which the elector claims to vote before the end of the period of ten days immediately succeeding the close of the poll, the envelope containing the ballot-paper (or ballot-papers) may be delivered to an Assistant Returning Officer at a place outside Australia, and that Officer shall deal with it in the prescribed manner.

FURTHER DIRECTIONS TO AUTHORIZED WITNESS

The authorized witness shall not, unless the elector's sight is so impaired that he cannot vote without assistance and no person is appointed by the elector to mark his vote for him, look at or make himself acquainted with the vote given by the elector, and, except as provided in paragraph (f) of the preceding Directions shall not suffer or permit any person (other than the elector) to see or become acquainted with the elector's vote, or to assist the elector to vote, or to interfere in any way with the elector in relation to his vote.

Every authorized witness shall—

- (a) comply with the preceding Directions insofar as they are to be complied with on his part;
- (b) see that the preceding Directions are complied with by every elector voting by post before him, and by every person present when the elector votes; and
- (c) refrain from disclosing any knowledge of the vote of any elector voting by post before him.

Penalty: One hundred pounds or imprisonment for three months.

An authorized witness shall not influence, or attempt to influence, in any way, the vote of an elector voting by post before him.

Penalty: One hundred pounds or imprisonment for six months.

[See other side.]

AUTHORIZED WITNESSES

The following persons are Authorized Witnesses for postal voting purposes, namely:—

- (a) any elector whose name appears on the Roll for a State, for the Australian Capital Territory or for the Northern Territory of Australia;
- (b) an Officer of the Naval, Military or Air Forces of the Commonwealth or of some other part of the Queen's dominions;
- (c) a person employed in the Public Service of the Commonwealth, a Territory of the Commonwealth or a part of the Queen's dominions; and
- (d) a Justice of the Peace for, or a Minister of Religion or Medical Practitioner resident in, a Territory of the Commonwealth or a part of the Queen's dominions.

The elector and the authorized witness should carefully read and strictly observe the Directions on the other side hereof and in particular note—

- (i) the postal vote certificate must be signed by the voter in his (or her) own handwriting in the presence of the authorized witness;
- (ii) the authorized witness must there and then sign his name on the certificate in the place provided, and add the title under which he acts as authorized witness, his address and the date.

NOTE.—The title under which the authorized witness acts may be expressed as:—

- (a) "Elector enrolled for the State of"; or "Elector enrolled for the Territory";
- (b) "Officer of Naval Forces of"; or "Officer of Military Forces of"; or "Officer of Air Forces of";
- (c) "Person employed in the Public Service of";
- (d) "Justice of the Peace for";
- (e) "Minister of Religion resident in";
- (f) "Medical Practitioner resident in";

as the case may be.

- (iii) subject to the provisions of paragraphs (f) and (g) of the Directions, the elector, after marking his vote on the ballot-paper (or ballot-papers) in the presence of the authorized witness must fold the ballot-paper (or ballot-papers), place it (or them) in the envelope addressed to the Divisional Returning Officer (or Returning Officer), fasten the envelope and forthwith post the envelope, or cause it to be posted, to the Divisional Returning Officer (or Returning Officer).

DUTY OF PERSONS PRESENT WHEN AN ELECTOR VOTES BY POST

Any person present when an elector is before an authorized witness for the purpose of voting by post shall—

- (a) obey all directions of the authorized witness; and
- (b) except as provided by paragraph (f) of these Directions—
 - (i) refrain from making any communication whatever to the elector in relation to his vote;
 - (ii) refrain from assisting the elector or in any manner interfering with him in relation to his vote;
 - (iii) refrain from looking at the elector's vote or from doing anything whereby he might become acquainted with the elector's vote.

Penalty: One hundred pounds or imprisonment for three months.

PENALTY FOR UNLAWFULLY MARKING BALLOT-PAPER

No person other than—

- (a) an elector to whom a postal ballot-paper has been issued; or
- (b) a person appointed by the elector or an authorized witness, acting in pursuance of paragraph (f) of these Directions to Elector and Authorized Witness, assisting an elector whose sight is so impaired that he cannot vote without assistance,

shall mark a vote upon a postal ballot-paper.

Penalty: One hundred pounds or imprisonment for six months.

PENALTY FOR INDUCING ELECTOR TO HAND OVER POSTAL BALLOT-PAPER

A person shall not persuade or induce an elector to hand over to him a postal ballot-paper upon which a vote has been recorded.

Penalty: Fifty pounds or imprisonment for one month.

Authorized by the Chief Electoral Officer for the Commonwealth.

[See other side.]

Appendix 20

[FRONT]

COMMONWEALTH OF AUSTRALIA

ABSENT VOTER'S DECLARATION to be made on Polling Day by an Elector Voting at a Polling Place other than a Polling Place prescribed for the Subdivision for which he is enrolled.

I DECLARE that I am the person enrolled as—

Surname	Christian Names at full length	Place of Living (as appearing on Roll) (Full Address to be inserted)	Occupation
---------	--------------------------------	---	------------

on the Electoral Roll for the Subdivision of the Electoral Division of _____,
that I have not been and shall not be today within the Subdivision for which I am enrolled under conditions which would permit of my voting at any polling place prescribed for that Subdivision and that I have not voted at this or any other polling place, or by post, in connexion with the election being held this day; and I promise and declare that if I am permitted to vote at this polling place as an Absent Voter I will not again vote in connexion with this Election.

I am aware that if I falsely personate or attempt to personate any other person for the purpose of securing a ballot-paper to which I am not entitled, or wilfully make any false statement in this declaration, I will be prosecuted, and am liable to two years' imprisonment.

NOTE.—"Election" in this Declaration means a Senate Election, or a House of Representatives Election, or any Referendum (held under the provisions of the Referendum (Constitution Alteration) Act in force for the time being), or all of them, as the case requires.

Signed before me at _____, polling place.

Presiding Officer _____/____/____

DIRECTIONS

1. This form of declaration must, after being filled up, be signed by the Elector with his personal signature in the presence of the Presiding Officer, and then be completed and attested by the Presiding Officer.

2. The Presiding Officer shall then (subject to the provisions of Regulations 50 to 52 inclusive) initial and hand to the voter—

- (a) one ballot-paper (headed "Absent Vote") for the Senate Election for the State;
- (b) one ballot-paper (headed "Absent Vote") for the House of Representatives Election for the abovementioned Division; and
- (c) one ballot-paper (headed "Absent Vote") for each Referendum for the State.

held on the date upon which this declaration is made.

3. The Elector will then forthwith—(i) retire alone to an unoccupied compartment of the polling booth, and there, in private, mark his vote on each ballot-paper handed to him, in the manner directed thereon; (ii) fold each ballot-paper separately in such a manner as to conceal the vote marked thereon, and at once return the ballot-paper or ballot-papers (as the case requires) so folded, to the Presiding Officer before whom he made his declaration.

4. The Presiding Officer will see that he receives from the Elector each ballot-paper duly folded, and, if necessary for purposes of identification, will request the Elector to again state his name, and then, without unfolding the ballot-paper or ballot-papers, will forthwith, in the presence of the Elector and of such scrutineer or scrutineers (if any) as are present, enclose the ballot-paper or ballot papers received from that Elector, in the envelope bearing the declaration of the Elector and addressed to the Divisional Returning Officer for the Division for which the Elector declares that he is enrolled, securely fasten the envelope, and deposit it in the ballot-box.

[BACK]

Absent Voter's Envelope

To be deposited in the ballot-box by the Presiding Officer when he has enclosed herein the Absent Voter's ballot-paper or ballot-papers, as the case requires.
(See directions on back.)

The Divisional Returning Officer,

Commonwealth Electoral Division of _____

COMMONWEALTH OF AUSTRALIA

STATE OF VICTORIA

HOUSE OF REPRESENTATIVES ELECTION

30th November, 1963

List showing (a) Name of Division;

(b) Numbers required to complete "Directions"; and

(c) Names of Candidates,

which must be written in by the Presiding Officer on any relative Blank Absent Vote Ballot-Paper before issue.

BALACLAVA 1, 2, 3 and 4	FLINDERS 1, 2 and 3 BARBER, Nola Isabel Constance CURRY, Martin Joseph LINDSAY, Robert William Ludovic	McMILLAN 1, 2 and 3 BUCHANAN, Alexander Andrew HILTON, Leslie Randle KENT, Daniel Eric
BRISKMAN, Ephraim JEWELL, Edith May RYAN, John Thomas WHITTORN, Raymond Harold	GELLIBRAND 1, 2, 3 and 4 DAVIES, David John McIVOR, Hector James PRICE, Harley Howard ROSZKOWSKI, Jan	MALLEE 1, 2 and 3 HINTON, Maurice Elver HOWLEY, Michael George TURNBULL, Winton George
BALLARAT 1, 2 and 3 ERWIN, George Dudley JOSHUA, Robert WILLIAMS, Alan Charles	GIPPSLAND 1, 2 and 3 EVANS, Sydney Frederick HANSEN, John Thomas NIXON, Peter James	MARIBYRNONG 1, 2, 3, 4 and 5 ARMOUR, Neil Musgrove MCMANUS, Francis Patrick MURRAY, John RYAN, Edwin Frederick John STOKES, Philip William Clifford
BATMAN 1, 2 and 3 BENSON, Samuel James LITTLE, John Albert SKEGGS, Bruce Albert Edward	HENTY 1, 2, 3 and 4 FOX, Edmund Maxwell Cameron McHUGH, Joseph TAYLOR, George VINEY, Herbert William	MELBOURNE 1, 2 and 3 BRENNAN, Thomas William CALWELL, Arthur Augustus HIDER, Charles Allen Moir
BENDIGO 1, 2 and 3 BEATON, Noel Lawrence DRECHSLER, William Francis GRIMWADE, Frederick Sheppard	HIGGINS 1, 2 and 3 HOLT, Harold Edward KIRBY, Roger Kingston LAIRD, Celia Mary	MELBOURNE PORTS 1, 2, 3 and 4 CREAN, Frank ODWYER, George William POND, James Harrington WILSON, Roger Michael
BRUCE 1, 2, 3, 4 and 5 CROSSLEY, Brian Stow de SACHAU, Henri Edmund GILHOOLEY, Thomas Hugh JONES, Barry SNEDDEN, Billy Mackie	HIGINBOTHAM 1, 2 and 3 BUTLER, Reginald Charles CAMERON, William CHIPP, Donald Leslie	MURRAY 1, 2 and 3 FRANKLAND, Neil Galt LACEY, Brian Vincent MCEWEN, John
CHISHOLM 1, 2 and 3 BUTTON, John Norman DUFFY, John KENT-HUGHES, Wilfrid Selwyn	INDI 1, 2, 3 and 4 CODY, Christopher Charles FOYSTER, Ian Menzies HOLTON, Rendle McNeilage HUGGINS, Mervyn Charles	SCULLIN 1, 2, 3 and 4 ABIKHAIR, James HARRISON, John William HEARN, Ronald PETERS, Edward William
CORANGAMITE 1, 2 and 3 BLACK, Fred Faull MACKINNON, Ewen Daniel O'BRIEN, Francis Joseph	ISAACS 1, 2 and 3 COURT, Paul HAWORTH, William Crawford HUGHES, John Joseph	WANNON 1, 2 and 3 CALLANDER, Terrence Finley FRASER, John Malcolm PRIMMER, Cyril Graham
CORIO 1, 2 and 3 HAWKE, Robert James Lee MAHONEY, James John OPPERMAN, Hubert Ferdinand	KOONYONG 1, 2, 3 and 4 GIBSON, Ralph Siward MENZIES, Robert Gordon MURPHY, Charles James WHITE, Robert John	WILLS 1, 2 and 3 BRYANT, Gordon Munro HARDY, John Thomas MUNTZ, James
DAREBIN 1, 2 and 3 ANDREWS, Thomas William COUPE, Peter Russell COURTNAY, Frank	LALOR 1, 2 and 3 MARMION, James Bernard POLLARD, Reginald Thomas TRESEDER, Bernard Murray	WIMMERA 1, 2, 3 and 4 CAHILL, Adrian Paul KING, Robert Shannon RODDA, Howard Leonard Roy WINDSOR, Thomas Charles
DEAKIN 1, 2 and 3 DAVIS, Francis John HUBBARD, Arnold Clifford WESTON, Maurice Dubrelle	LA TROBE 1, 2 and 3 ADAMSON, Kevin Malcolm CASS, Moses Henry JESS, John David	YARRA 1, 2 and 3 CAIRNS, James Ford HEARDER, Anthony Roblin KEON, Standish Michael
FAWKNER 1, 2, 3 and 4 GABRIEL, George HOWSON, Peter NOAD, Gwendolyn Lloyd SPEED, John Joseph		

COMMONWEALTH OF AUSTRALIA
STATE OF VICTORIA

Division of

Subdivision of

Polling Place

Polling Day—Saturday, the day of 19

Presiding Officer's Record of—

- (a) Absent Voters ;
- (b) Section 91A, 121, and 121A Voters ; and
- (c) Postal Voters by whom, or on whose behalf, postal votes were delivered to the Presiding Officer in pursuance of sub-section 2 of Section 92 of the Act.

PRESIDING OFFICER'S CERTIFICATE

I HEREBY CERTIFY that this record contains in the appropriate section thereof the names of all the persons—

- (a) who signed Absent Voters' Declarations, and to whom Absent Voters' Ballot-papers were issued ; or
- (b) who signed Declarations and to whom ballot-papers headed "Section 91A," or "Section 121," or "Section 121A" were issued ; or
- (c) by whom, or on whose behalf, envelopes bearing Postal Vote Certificates and purporting to contain Postal Votes were delivered on polling day, in pursuance of sub-section 2 of Section 92 of the Act—

at this Polling Place, or subdivision thereof.

I FURTHER CERTIFY—

- (i) that each Absent Voter's Ballot-paper and each Section 91A, or 121, or 121A Voter's Ballot-paper issued by me, after being marked by the voter, was **enclosed in the duly addressed envelope** bearing the declaration of the voter, and that the envelope was forthwith securely fastened and deposited in the ballot-box used at this Polling Place ; and
- (ii) that each envelope bearing a Postal Vote Certificate and purporting to contain a Postal Ballot-paper or Postal Ballot-papers received by me on polling day in pursuance of sub-section 2 of Section 92 of the Act was duly endorsed by me and deposited in the ballot-box used at this Polling Place.

.....
Presiding Officer.

105

Polling Place,

Witness

Poll Clerk or Scrutineer.

(SEE INSTRUCTION 39 (2).)

The Commonwealth Electoral Act Provides that AN ELECTOR SHALL NOT BE ENTITLED TO VOTE IN RESPECT OF A DIVISION UNLESS HIS REAL PLACE OF LIVING WAS AT SOME TIME WITHIN THREE MONTHS IMMEDIATELY PRECEDING POLLING DAY WITHIN THAT DIVISION.

NOTE:—"Real Place of living" includes the place of living to which a person temporarily living elsewhere has a fixed intention of returning for the purpose of continuing to live thereat.

It is especially important that, as required by Section 115 of the Act, the Presiding Officer shall put to each person claiming to vote as an Absent or Section Voter the following questions:—

- (i) HAVE YOU ALREADY VOTED EITHER HERE OR ELSEWHERE IN THIS ELECTION (or these elections—or this Referendum—as the case requires)?
- (ii) IS YOUR REAL PLACE OF LIVING WITHIN THE DIVISION OF (here quote the name of the Division in respect of which the elector claims to vote)?

if the last preceding question is answered in the negative—

- (iii) WAS YOUR REAL PLACE OF LIVING AT ANY TIME WITHIN THE LAST THREE MONTHS WITHIN THE DIVISION OF (here quote the name of the Division in respect of which the elector claims to vote)?

If any person to whom the foregoing questions are put—

- (a) refuses to answer any question so put to him;
- (b) does not answer the question numbered (i) absolutely in the negative, when put to him;
- (c) does not answer the question numbered (ii) absolutely in the affirmative when put to him, or if he answers that question in the negative, does not answer the question numbered (iii) absolutely in the affirmative when put to him,

his claim to vote shall be rejected.

(see Presiding Officer's Instructions 29 and 30).

The Presiding Officer. Note that—

ABSENT VOTING.

1. An **Absent Vote** may be recorded at your polling place **only by an elector of the State of Victoria** who is enrolled for a subdivision other than the subdivision for which your polling place is prescribed.

N.B.—**An elector** enrolled for a State **other than Victoria** (or for the Australian Capital Territory) **cannot vote** at a polling place in Victoria **as an Absent Voter**. The elector should have applied prior to polling day for a **Postal Vote** and have voted accordingly, or, on polling day, he may still record his vote as a **Postal Voter** by personally attending the Office of a Divisional Returning Officer prior to the close of the poll on that day.

2. Before issuing any “Blank” Absent Voter’s House of Representatives ballot-paper you must insert therein—

- (i) the **name of the Division** for which the elector declares that he is enrolled;
- (ii) the **numbers required to complete the “Directions”** (i.e., “1 and 2” where there are two candidates, “1, 2 and 3” where there are three candidates, “1, 2, 3 and 4” where there are four candidates, and so on as the case requires); and
- (iii) the **names of all the House of Representatives candidates for that Division** in the exact order in which they appear on the list supplied.

SECTION 91A, SECTION 121, OR SECTION 121A VOTING.

3. A vote under Section 91A, or Section 121, or Section 121A, may be recorded at your polling place **only in respect of the subdivision for which your polling place is prescribed**.

N.B.—In respect of each **Section 121** Vote, you will complete a “Report of information supplied by Voter” (using one of the Slip forms provided) and in such case may write “See Slip” in the “Remarks” column opposite the voter’s name in this Record Book.

At the close of the poll, the completed Slips must be placed in an envelope or parcel and delivered or forwarded **with this Record Book** to your Assistant Returning Officer.

4. In the case of a Section 91A, or Section 121, or Section 121A, voter, you will issue “Absent Vote” ballot-papers but **you must alter the heading** on each such ballot-paper to read “**Section 91A**” or “**Section 121**” or “**Section 121A**” as the case requires. (See notes at foot of Presiding Officer’s Instructions 21, 31, and 32.)

POSTAL VOTES.

5. You must endorse on any Postal Vote certificate envelope delivered to you by or on behalf of a Postal Voter the words “Received by me at _____ Polling Place” and add your signature, the words “Presiding Officer” and the date (see Presiding Officer’s Instruction 34).

PRESIDING OFFICER'S RECORD of Electors who voted as ABSENT VOTERS at his Polling Place.

ABSENT VOTERS

N.B.—Be careful to see that each Absent Voter's Declaration is signed (a) by the Declarant, and (b) by the Presiding Officer or Assistant Presiding Officer before whom the declaration was made, before the envelope bearing the declaration is placed in the ballot-box.

PRESIDING OFFICER'S RECORD of Voters who voted under SECTION 91A, 121 or 121A, of the Act in respect of the Subdivision for which his Polling Place is prescribed.

NOTE:—A vote under Section 91A, 121 or 121A, cannot be recorded at a Polling Place in respect of any Subdivision other than the Subdivision for which the polling place is prescribed.

SECTION 91A, 121, or 121A VOTERS

PRESIDING OFFICER'S RECORD OF POSTAL VOTERS by whom or on whose behalf Postal Vote certificate envelopes (containing postal ballot-papers) were delivered to him on polling day in pursuance of sub-section (2) of section 92 of the Act.

N.B.—Endorse on each Postal Vote envelope delivered to you by or on behalf of a Postal Voter the words "Received by me at _____ Polling Place," add your signature the words "Presiding Officer" and the date.

Appendix 23

[FRONT]

Election Form 13

Advice of Despatch of Absent Votes, Section Votes and/or Postal Votes

To the Divisional Returning Officer for the Division named on the Address side hereof

I have posted you this day ONE parcel containing:—

Here insert
Number of
Declarations
and/or
Certificates
posted

{ Absent Voters' Declarations
 Section 121 Voters' Declarations (with the Report Slips relating thereto)
 Section 91A or 121A Voters' Declarations
 Postal Voters' Certificates

..... Assistant Returning Officer.

Date at Counting Centre.

NOTE.—This Post Card advice should be sent if it will in the ordinary course of post reach the Divisional Returning Officer concerned on or before the 10th day after Polling Day. If it would not reach the said Divisional Returning Officer on or before the 10th day after Polling Day, this Post Card should not be sent, but instead the Advice telegraphed in the following form:—
(See Instruction 8 of Instructions to A.R.O.'s.)

"(To) Divisional Returning Officer (at).....

Posted you today* Absent Voters' Declarations* Section 121 Voters'
Declarations (with the Report Slips relating thereto)* Other Voters' Declarations*
Postal Voters' Certificates. (*Here insert number).

(From) (Assistant Returning Officer at) (Counting Centre)."

N.B.—Omit from telegram words in brackets and reference to any class of vote of which none is being sent.

[BACK]

POST CARD

O.H.M.S.

POST FREE

Commonwealth Electoral Paper only

The Divisional Returning Officer

for the Commonwealth Electoral Division of

(Postal Address)

State of

Envelope No. 13.

O.H.M.S.Commonwealth ElectoralPapers Only

Registered.

POST FREE

**The Divisional Returning Officer
for the Commonwealth Electoral Division of**

Postal Address

This parcel contains—

Absent Voters' declarations.
Section 121 Voters' declarations (with the
Report Slips relating thereto).
Section 91A or 121A Voters' declarations.
Postal Voters' Certificates.
vide relative Advice of Despatch.

From Assistant Returning Officer,

Counting Centre

Date.....

• This envelope is to be used by the Assistant Returning Officer for the purpose of forwarding envelopes containing Absent Voters', Section 121 Voters, and/or Postal Report Slips relating thereto, Section 91A or 121A Voters, and/or Postal Returns, Ballot-Papers (as the case requires) to the Divisional Returning Officer. Where the envelopes to be contained herein are too numerous to be sent to a Divisional Returning Officer, the envelope(s) may be sent to a Divisional Returning Officer, and the envelope(s) should be parcelled and sealed, and this envelope may be used as a label.

Appendix 25

[FRONT]

FORM OF DECLARATION TO BE USED AT THE POLLING BY A PERSON CLAIMING TO VOTE UNDER THE PROVISIONS OF SECTION 91A OR SECTION 121A OF THE COMMONWEALTH ELECTORAL ACT.

COMMONWEALTH OF AUSTRALIA

The Commonwealth Electoral Act.

The Referendum (Constitution Alteration) Act.

POLLING PLACE AT WHICH ELECTOR CLAIMS TO VOTE _____

SUBDIVISION OF _____ DIVISION OF _____

I _____ of _____

Name in full, Surname first (as appearing on Roll) _____ Address in full (as appearing on Roll) _____

declare that:—

Occupation (as appearing on Roll)

One of these paragraphs—as the case requires—should be struck out.

(1) My name appears on the Certified List of Voters used at the above-named polling place opposite the number _____ on the said list.

(2) I claim to vote under the provisions of Section 91A of the Commonwealth Electoral Act. I have not received a postal vote certificate or a postal ballot-paper in connection with any Commonwealth election being held this day, notwithstanding that my name has been noted on the said list as that of an elector to whom a postal vote certificate and postal ballot-paper have been issued.

or

(2) I claim to vote under the provisions of Section 121A of the Commonwealth Electoral Act. I have not voted in connection with any Commonwealth election being held this day, notwithstanding that a mark has been placed opposite my name on the said list to indicate that a ballot-paper has been issued to me at the polling.

NOTE.—"Election" in this Declaration means a Senate Election, or a House of Representatives Election, or any Referendum (held under the provisions of the Referendum (Constitution Alteration) Act in force for the time being), or all of them (as the case requires).

Personal Signature of Voter _____

Signed before me at the above-named polling place.

Presiding Officer _____ / _____ /19_____

NOTE.—A person making any untrue statement in this declaration is liable to a penalty of Twenty pounds.

[BACK]

DIRECTIONS.

1. This form of declaration must, after being filled up, be signed by the voter with his personal signature in the presence of the Presiding Officer and then be completed and attested by the Presiding Officer. 2. The Presiding Officer shall then (subject to the provisions of Section 115 of the Act) initial and hand to the voter—(a) one ballot-paper headed "Section 91A" or "Section 121A" (as the case requires) for the Senate election for the State; (b) one ballot-paper headed "Section 91A" or "Section 121A" (as the case requires) for the House of Representatives election for the Division; and (c) one ballot-paper headed "Section 91A" or "Section 121A" (as the case requires) for each referendum for the State, held on the date upon which this declaration is made. 3. The voter will then forthwith (i) retire alone to an unoccupied compartment of the polling booth and there, in private, mark his vote on each ballot-paper handed to him, in the manner directed thereon; (ii) fold each ballot-paper separately in such a manner as to conceal the vote marked thereon, and at once return the ballot-paper or ballot-papers (as the case requires) so folded, to the Presiding Officer who shall initial and sign his declaration. 4. The Presiding Officer will then direct the voter to the voter each ballot-paper duly folded, and, if necessary for purposes of identification, will request the voter to again state his name and then, without unfolding the ballot-paper or ballot-papers, will forthwith, in the presence of the voter and of such scrutineer or scrutineers (if any) as are present, enclose the ballot-paper or ballot-papers received from that voter in the envelope bearing the declaration of the voter and addressed to the Divisional Returning Officer, securely fasten the envelope, and deposit it in the ballot-box.

"SECTION 91A OR 121A VOTER'S" ENVELOPE

To be deposited in the ballot-box by the Presiding Officer when he has enclosed herein the Voter's ballot-paper or ballot-papers, as the case requires. (See paragraph 4 of the Directions printed above.)

O.H.M.S.

The Divisional Returning Officer for the Commonwealth Electoral Division of

[FRONT]

"SECTION 121 VOTER'S" ENVELOPE

To be deposited in the ballot-box by the Presiding Officer when he has enclosed herein the Voter's ballot-paper or ballot-papers, as the case requires.

(See directions on back)

O. H. M. S.

**The Divisional Returning Officer for the
Commonwealth Electoral Division of**

[BACK]

COMMONWEALTH OF AUSTRALIA

The Commonwealth Electoral Act. The Referendum (Constitution Alteration) Act.

Form of Declaration to be used at the Polling by a person claiming to Vote under the Provisions of Section 121 of the Commonwealth Electoral Act who declares that his Name has been omitted from, or struck out of, the Certified List of Voters for the Polling place at which he claims to be entitled to vote, owing to an error of an officer, or a mistake of fact.

I, _____, Name in full (Surname first) _____, Address in full _____, declare:—
 Occupation _____
 That I am entitled to be enrolled on the Electoral Roll for the _____ Subdivision of the Electoral Division of _____.
 That after becoming qualified for enrolment for such subdivision I sent or delivered to the Registrar for the subdivision a duly completed claim for enrolment (or transfer of enrolment), and that my claim was received by the Registrar before 6 o'clock in the afternoon of _____, that is, before the issue of the writ for the election being held this day:

Date of issue of writ _____
 That from the time of sending or delivering my claim to the Registrar and up to the issue of the writ as aforesaid, I continuously retained my right to be enrolled for the Subdivision and did not become qualified for enrolment for any other Subdivision;
 That to the best of my knowledge and belief my name has been struck out of, or omitted from, the Certified List of Voters for this polling place owing to an error of an officer or a mistake of fact, and not as a result of an objection on the ground of non-residence or other disqualification, or in consequence of the transfer or duplication of my enrolment.

NOTE.—"Election" in this Declaration means a Senate Election, or a House of Representatives Election, or any Referendum (held under the provisions of the Referendum (Constitution Alteration) Act in force for the time being), or all of them, as the case requires.

Personal Signature of Voter _____

Signed before me at _____, polling place.

Presiding Officer _____

NOTE.—A person making any untrue statement in this declaration is liable to a penalty of Twenty pounds.

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DIRECTIONS

1. This form of declaration must, after being filled up, be signed by the Voter with his personal signature in the presence of the Presiding Officer and then be completed and attested by the Presiding Officer.
2. The Presiding Officer shall then (subject to the provisions of Section 115 of the Act) initial and hand to the Voter
 - (a) one ballot-paper (headed "Section 121") for the Senate Election for the State;
 - (b) one ballot-paper (headed "Section 121") for the House of Representatives Election for the above-mentioned Division; and
 - (c) one ballot-paper (headed "Section 121") for each Referendum for the State,
 held on the date upon which this declaration is made.
3. The Voter will then forthwith—(i) retire alone to an unoccupied compartment of the polling booth, and there, in private, mark his vote on each ballot-paper handed to him, in the manner directed thereon; (ii) fold each ballot-paper separately in such a manner as to conceal the vote marked thereon, and at once return the ballot-paper or ballot-papers (as the case requires) so folded, to the Presiding Officer before whom he made his declaration.
4. The Presiding Officer will see that he receives from the Voter each ballot-paper duly folded, and, if necessary, for purposes of identification, will request the Voter to again state his name, and then, without unfolding the ballot-paper or ballot-papers, will forthwith, in the presence of the Voter and of such Scrutineer or Scrutineers (if any) as are present, enclose the ballot-paper or ballot-papers, received from that Voter, in the envelope bearing the declaration of the Voter and addressed to the Divisional Returning Officer for the Division for which the Voter claims to be entitled to vote, securely fasten the envelope, and deposit it in the ballot-box.

